DOCUMENT RESUME

ED 220 245	RC 013 556
TITLE	Report of the Northland School Division Investigation Committee.
INSTITUTION	Alberta Dept. of Education, Edmonton.
PUB DATE	Oct 81
NOTE	159p.; For related document, see ED 135 548.
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	*American Indian Education; Board of Education Role; Boards of Education; *Canada Natives; Community Attitudes; Curriculum Evaluation; *Educational Assessment; *Educational Facilities; Elementary Secondary Education; *Equal Education; Facility Improvement; Rural Areas; *School Community Relationship; Student Needs; Tribes
IDENTIFIERS	Alberta; Metis (People); *Northland School Division 61 AB

ABSTRACT

On November 27, 1980, the Minister of Education, under the authority of the Department of Education Act, established a committee of four to inquire into and report on conditions of schools in Northland School Division No. 61 (established in 1960 to provide educational services to areas in remote areas of Northern Alberta serving Treaty Indians or Metis people) concerning provision, management, and maintenance of school buildings, nature and effectiveness of school services, and instruction affected by school facilities. Findings and conclusions indicate Northland School Division is not satisfactorily meeting needs of the majority of students enrolled in school, nor educational expectations of parents and other residents. Recommendations (16) made by the committee included: electing a school board; establishing school committees; developing a statement of philosophy with goals and objectives reflecting needs and views of the people; replacing schools with modern, permanent structures; improving quality of teachers' residences; adopting improved policies and practices to attract and retain personnel; developing a statement of philosophy of curriculum to provide direction for adaptation of curricula to meet local needs; and developing clear, comprehensive policies for evaluation of pupil progress. (ERB)

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REPORT
OF THE
NORTHLAND SCHOOL DIVISION
INVESTIGATION COMMITTEE

SUBMITTED
TO THE
HONORABLE DAVID KING
MINISTER OF EDUCATION

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FORWARD

This report was prepared with the hope that it would help to improve the educational opportunities for the young people who attend the schools in Northland School Division. Ultimately, this was the primary reason for the establishment of the Investigation Committee by the Minister of Education.

There is no intention to question the integrity of any individuals or groups. Information was gathered to determine if the present structure and means for the delivery of educational services is effectively meeting the needs of the pupils in the Division. Recommendations have been made which the Committee unanimously believes will set Northland School Division in a new direction.

The Committee does not contend that the report has the answers to all of the concerns of each and every individual or group. However, the Committee is convinced that there are fundamental changes that must occur and these have become the focus of the recommendations. To avoid these issues is to deny many young people of this area the opportunity for a proper education.

The Committee extends its appreciation to the many individuals and groups for their assistance, courtesy and cooperation. Their frankness, deep concern for the future of their children, and suggestions for change were invaluable to the work of the Committee.

SECTION ONE

INTRODUCTION

I. MANDATE OF THE INVESTIGATION COMMITTEE

On November 27th, 1980, the Minister of Education, under the authority of the Department of Education Act established a committee consisting of Dr. Harold MacNeil (Chairman), Mr. Halvar Jonson, and Mrs. Evelyn Norberg, "to enquire into and report upon

(a) the condition of the schools in Northland School Division No. 61, and

(b) the following school matters, namely,

  (i) the provision, management and maintenance of school buildings and school sites of the Division, and
  (ii) the nature and effectiveness of services supplied to the Division by governmental agencies as they relate to the provision of school services;

(c) such other matters, including instruction, as may be affected by the provision, management and maintenance of school facilities."[1]

Mr. Brian Fennell, Administration Consultant with the Field Services Branch of the Department of Education was appointed as secretary to the Committee.

II. THE APPROACH TO THE INVESTIGATION

The investigation proceeded in two phases:

Phase One: Safety and Health Hazards in
Cadotte Lake and Loon Lake Schools

The Committee was requested to report to the Minister of Education on the health and safety conditions at Cadotte Lake and Loon Lake schools.

These two schools were visited on December 8-9, 1980, and a report was submitted to the Minister on December 22, 1980. (Appendix B).

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[1] Government of Alberta, Department of Education, Ministerial Order (Appendix A).

Phase Two: An In-depth Investigation of the Conditions in All Schools and the General Operation of the Division.

The parameters of this phase were approved by the Minister of Education and released to the public in a statement dated February 6, 1981:

> "The Committee proposed to examine the entire operation of the School Division with particular emphasis on:
>
> (a) the effectiveness of the present method of governance and administration in the School Division and its effects on instruction,
>
> (b) the public attitude towards education and towards the schools in the Division, and towards the Division itself,
>
> (c) relevance of the curriculum, program of studies and the structure by which education is delivered in Northland School Division,
>
> (d) the nature and effectiveness of resources and services supplied to the Division by governmental agencies,
>
> (e) the provision, management and maintenance of school buildings and sites,
>
> (f) changes that would enhance the instruction of pupils and the educational services to the people in Northland School Division."[2]

III. INFORMATION COLLECTION

The Investigation Committee used a variety of procedures to obtain information. The major activities involved:

(1) News releases were issued to the media that serves the area encompassed by Northland School Division in order to make the public aware of the existence and purpose of the Investigation. A general statement indicating the proposed activities of the Committee and inviting response was sent to schools, communities, and organizations within the Division (Appendix C).

(2) Information and documents was obtained from the Division office and the Department of Education. Surveys and studies

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[2] Northland Investigation Committee - a statement to the public and news media February 6, 1981.

which have been completed within the last few years by government agencies and individuals pertaining to the Division and communities were examined.
The Committee conducted a survey of the opinions of Division trustees, administrators, principals and teachers regarding the services provided by Northland School Division (Appendix D).

(3) Members of the Committee visited all schools and the communities in which they operate. Separate meetings were held with the school staff at each school and with interested parents and others in the community, and special meetings were held when requested. The dates of the visits to individual schools and communities is shown in Appendix E.

The meetings with the public varied in format, number in attendance, and interest in the schools. In several locations, the meetings were organized by the community or settlement association. The concern and the turnout of parents and people in the communities was encouraging, since the Committee had been led to expect little or no interest. Several individuals and groups had prepared oral statements of concerns about the schools for the benefit of the Committee.

(4) The Committee held meetings with many other individuals and groups such as: Government and other agencies providing services or working closely with Northland School Division; Native associations; groups interested in education generally; the Northern Development Council; other nearby school jurisidictions. A list of persons and groups who met the Committee is shown in Appendix F.

(5) A number of written briefs and letters presenting points of view were received. They are listed in Appendix G.

(6) The Committee met with the Division Board of Trustees on several occasions, interviewed trustees individually, and were present at meetings with the Board. Many informal discussions were held with the Board administrators.

IV. THE REPORT

This report is presented in four sections:

Section One outlines the task assigned to the Investigation Committee and the approaches used in gathering material for the report.

Section Two presents a brief background to the Northland School Division.

Section Three presents the findings and conclusions of the Committee with respect to the terms of reference, and those which appeared to be of greatest concern to the residents of the Division.

The Committee feels that each of the findings is an accurate portrayal of the situation as it exists and is supported by facts and/or the independent unanimous agreement of committee members. In some cases, it was necessary to generalize and it is recognized that not all groups or individuals may agree with the opinions expressed. However, the Committee believes that these statements of opinions represent the majority viewpoint.

Section Four presents the recommendations which the Committee considers important for the future direction of the Division, together with considerations for the implementation of the recommendations.

The last portion of the report is the appendices, which set out, supportive evidence and statistics.

SECTION TWO

BACKGROUND

I. THE ESTABLISHMENT OF NORTHLAND SCHOOL DIVISION

Northland School Division was established in December, 1960. Its mandate was to provide educational services to areas in the remote parts of Northern Alberta which, at that time, had a level of service below that offered in other parts of the province. Among the factors which made the provision of education very difficult in the area which became Northland were:

(1) Remoteness - the area had little of the modern comforts which could be found in other areas of the province. Roads were poor or non-existent. Communications were poor and it could take weeks for supplies and messages to reach the communities. Power, sewer and water were generally not available in any but the very large communities.

(2) Widespread scattered settlements - the communities were great distances apart. Even when organized districts existed, it could be one to two hundred miles to the nearest town.

(3) Relatively sparse population - not only were the communities far apart, but they were small in population. This made planning of program offerings difficult.

(4) Lifestyle of the Native people - many of the native people, both Treaty and non-Treaty, were still living the lifestyle of their forefathers. They hunted, fished and trapped for a living as they freely moved about the land. Their culture and views on education were different from that of the white society.

(5) Low taxation base - there was very little developed land which could be taxed. The Provincial Government had declared most of the land as a "Green Area" and permitted leases only. As a result, the only major source of funds was school grants.

The majority of the school districts which had operated schools in the area had been in serious financial need.

Education services had been provided in the area through three types of schools:

(1) Regular Organized School District Schools. In some of the well settled areas, school districts had been set up by the residents. They were administered by a locally elected school

board or under the official trusteeship of the nearest Provincial Superintendent of Schools.

The eight Metis Settlements, or colonies as they were then called, which had been established under the Metis Betterment Act, had organized school districts administered by the Department of Social Welfare. The majority of these school districts had a limited tax base and were dependent on the grants from the Department of Education to keep the schools open. School and teacherage facilities were generally of poor construction. The recruitment of teachers was very difficult and salaries were poor.

(2) Mission Schools. The Roman Catholic and Protestant Churches operated Mission schools which accepted both Treaty and non-Treaty children. These schools also found it difficult to obtain adequate funds. They received some financial help from the Provincial and Federal Governments, but had to seek outside donations to maintain operation. Their facilities, equipment and supplies were generally inadequate.

(3) Federally Operated Schools The Federal Indian Affairs Department operated or contracted the operation of schools for Treaty Indians. Some non-Treaty natives were admitted to these schools.

When Northland was established, twenty organized districts were included. In order to serve better the children in the area, Northland immediately took two steps:

(a) New districts were organized which provided additional government finances and made it possible to provide school facilities in more areas.

(b) Agreements were worked out with the Department of Indian Affairs whereby Northland would operate Indian Affairs schools situated on certain reserves. The Division also agreed to admit to its schools Treaty Indians who lived off the reserve.

II. CHANGES IN NORTHLAND SCHOOL DIVISION STRUCTURE

When Northland was first established, the legislation permitted groups of organized school districts to be joined together as a division. There does not appear to be any blueprint, at this time, as to what structural changes should be made in the future to make the Division a viable force in a unique situation. However, changes did occur at the time that the need for change was perceived. For convenience, these changes have been grouped in three time periods:

1. 1961-1965

When Northland School Division was established, it operated under The School Act in the same manner as did all other school divisions in the province. The major difference was that a Board of Trustees was not set up. A senior official of the Department of Education was appointed as Official Trustee and a Superintendent of Schools employed by the province was appointed to the new school division. Although the School Division during this period was administered by employees of the Department of Education, it established an office outside the premises of the Department.

2. 1965-1968

It became evident that Northland School Division required legislation in addition to that contained in The School Act if it was to do its job effectively. In 1965, the Northland School Division Act was passed by the Legislature of the Province. Northland was to operate under the regular legislation applicable to all school jurisdictions in the province plus that contained in the new Act.

Two of the provisions in the new Act changed the manner of governing the Division:

(1) The mandate of the Division was changed. Its boundary was to include not only the organized districts under its jurisdiction, but also the large area north of Township 55 which was not in any other school jurisdiction. The Division was required to provide education for all the residents in this large geographical area whether or not they were in a school district.

(2) There was to be a Board of five trustees appointed by the Lieutenant Governor-in-Council. The Official Trustee was to relinquish his power and authority to the Board.

The Lieutenant Governor-in-Council appointed a Board which, it was hoped, would help provide coordination between the various departments of the Government which were involved in providing services to the people of the North. The appointments included a professor at the University of Alberta as Chairman, three representatives from the Government - one from each of the Departments of Education, Municipal Affairs and Public Welfare, plus one trustee who lived in the Northland area. As provided in the new Act, all were appointed for a three-year term. During this period of time the Division continued to operate out of Edmonton with a provincially appointed Superintendent of Schools.

3. 1968 to Present

In 1968, the manner of governance in the Division was once again changed. The Northland School Division Act was amended to provide for an appointed board of seven trustees one of whom was to be appointed as chairman. When this change was implemented, the government appointed two members to the board who were not resident in the Division: a full-time chairman and an employee of the Department of Education. The remaining five trustees were natives who resided in the Division. This structure and composition of the Board has been followed since the change in 1968.

The Northland School Division Act was again amended in 1976 to permit the appointment of a Board consisting of from three to nine trustees and to allow the Lieutenant Governor-in-Council to establish subdivisions within the school division. To date, the latter amendment has not been implemented. When the present revised School Act was passed in 1970, Northland School Division, along with all school jurisictions in the province, was required to hire its own superintendent. Thus, in 1970, the Superintendent of Schools was appointed by the Board and became an employee of the Northland School Division. This practice has continued except for an interval between 1974 and 1976 when the Provincial Government provided superintendents to the Division because of difficulties in obtaining a satisfactory locally appointed person.

III. COMMUNITIES IN NORTHLAND SCHOOL DIVISION

1. Population Characteristics

The majority of the people are of native ancestry. Although there are no recent accurate statistics, it is estimated that between 96 and 98 percent of the students enrolled in Northland Schools are Treaty Indians or Metis. In the 1980-81 school year, 44 percent of the students in Northland schools were registered Treaty Indians.

There are wide variations among the communities in regard to the extent to which the traditions, language and culture have been retained. The degree to which a community is isolated is an important factor in this regard. Some of the more isolated communities are quite traditional and the working language in the community is Cree or Chipewyan. Certain communities which have easy access to large towns tend to lose their culture more quickly and the language has become English. The majority of native people in the area speak and understand Cree. In one or two communities Chipewyan is spoken.

2. Status of Communities

The municipal or organization status of communities in which the Division operates schools fall into several categories:

(1) Two schools operated under an agreement with the Federal Indian and Northern Affairs Department, at Jean D'Or Prairie and Fox Lake, are located on Indian Treaty Reserve Land.

(2) The school at Garden Creek is located within the boundaries of the Wood Buffalo National Park. It is operated for the Department of Indian and Northern Affairs to serve the settlement of Treaty Indians who live in the area.

(3) Four of the settlements, Paddle Prairie, Big Prairie and Gift Lake, and Fishing Lake are on tracts of land established under the Metis Betterment Act. Each is administered by a Metis Settlement Association under the guidance of the Department of Municipal Affairs.

(4) The majority of the communities are located on land in Improvement Districts. Some are situated on Crown leases, while others have deeded land. Several of the communities have in recent years participated in the Government's Land Tenure Program whereby those who have been resident on the land may be entitled to obtain ownership of a parcel of land.

Six of the communities are classified by the Department of Municipal Affairs as hamlets, an unincorporated townsite or community plan with a specific boundary, or any area so designated by the Minister. Eleven of the communities are termed settlements, with no specific boundary or community plan. Both the hamlets and settlements have an informal local government organized in the form of a Community Association. The various Improvement Districts have been divided into electoral districts for the purpose of electing representatives to Advisory Committees to assist the Municipal Affairs Department in providing municipal service to the area.

3. Accessibility

The majority of the schools are considered to be relatively isolated and are not close to towns or villages. While gravelled roads are being extended into a larger area of Northern Alberta each year, there are still some schools which have only a winter road and, therefore, usually depend on air service. Where distance and the condition of the roads are a problem, air transportation is commonly used. For this reason, in practically all communities in Northland School Division which are not located near a primary or secondary highway, landing fields of some type are available.

4. Economic Activity

In most of the communities, the natives have been forced to abandon the traditional way of making a living - trapping, hunting and fishing. Since there is no commercial or industrial development based in communities, there are few job opportunities for the people. A great majority of the communities are economically depressed with a high rate of unemployment. The number of people on social assistance programs is very high.

5. Utilities

Electricity is available in all communities. Although all homes may not be serviced, the schools and teacherages all have services. Three schools, Garden River, Nose Creek and Panny Camp depend on local generators. Obtaining a satisfactory supply of water and providing adequate sewage disposal systems are problems. Practically all communities have one or more wells and small filtration plants are being installed where necessary. A few of the larger communities have homes connected to water and waste disposal systems. The majority of homes, however, haul water from a well and use outdoor privies.

All the schools except Nose Creek and Chipewyan Lake have water and sewage systems. Teacher residences in all communities have water and sewer services.

6. Communication

Communication by telephone is available in all communities in which schools operate. Two of the small communities, Nose Creek and Panny Camp, depend on local private mobile telephones, while the other schools and teacherages use a regular telephone system.

Radio reception varies, but some form is received in all communities. Four receive two or more television channels, 14 receive only 1 channel, and 7 have no television services.

IV. PROVISION OF SCHOOL SERVICES

The Division makes school service available to the pupils in three ways.

1. The policy of the Division is to operate a school in any community in which there are a sufficient number of pupils to make a school a viable academic operation. If the enrolment drops to a very low figure, the Board seeks other alternatives such as transporting pupils to another district or boarding the pupils. In 1980-81, one school was operated with an enrolment of eight pupils because neither transporting nor boarding was practical.

   During the 1980-81 school year, there were 27 operating schools in the Division. Three of these offered instruction in elementary, junior high and some senior high grades; 16 offered instruction in elementary and some junior high; 8 offered instruction only in elementary grades. The total enrolment in these schools in September 1980 was 2,493 with 75 percent in elementary grades, 22 percent in junior high and 3 percent in senior high. The Division transported 165 students from 5 of the operating schools in 1980-81 to outside schools in order for the students to enrol in grades not offered at their local school.

The total teaching staff for the Division in 1980-81 was 167, with 150 being school-based. They were assisted by 25 native paraprofessionals.

2. In 1980-81, in 5 communities where there was no operating school, a total of 166 students were transported to schools operated by other jurisdictions.

3. Students who wish to take regular and special programs not offered in their home communities, and who are willing to register in an outside school, are provided with a boarding allowance and tuition fees. In September 1980, 80 students (56 in Grades 9 to 12) were provided with school service in this manner.

SECTION THREE

FINDINGS AND CONCLUSIONS

I. PUBLIC ATTITUDES

The following comments are provided in the interest of summarizing over-all attitudes of the public towards the education and towards the Division. The specific reactions of parents, other community members and special interest groups to the areas of investigation are identified in relation to each area.

Many residents have become alienated or indifferent towards the educational system. They perceive education in the schools to bear no relationship to the needs of their children, or consider education generally useless. Low parental interest in school, high rates of absenteeism and early drop-outs from school are symptomatic of the existence of these attitudes.

The demand is accelerating for changes in education as it is provided by Northland School Division. The people are asking for an education which is relevant to the everyday life of the students. They want an education that will be in harmony with their culture and values, and also provide their young people with the life skills necessary for survival in their changing world.

There appears to be a general attitude of frustration because nothing seems to be happening to bring changes to the educational system. This investigation is the fourth major study of the educational needs in the areas served by Northland School Division. Studies of the Division were completed in 1969 and 1975, and of the educational needs of northern Albertans in 1976.[1] It is the perception of the people that there has been little effective communication of the results of those studies, or of the actions taken to implement recommendations. For most people, the problems present at the time of the first study still remain as problems today.

People are generally pleased with the majority of teachers who come to their schools with a desire to work for the welfare of the students. People are unhappy with a minority of teachers who are incapable, or indifferent towards pupils, and in some cases are prejudiced towards natives. People want teachers to be a part of the community, rather than outsiders who only associate with other teachers.

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[1] Report of the Northland School Division Study Committee, 1969.
Report of the Northland School Division Study Group, 1975.
Report of an Assessment of Educational Needs of Northern Albertans, 1976.

Northland School Division does not have a very good image among its various publics. There were many indications that people at the local level consider the Board and its administrators to be indifferent and paternalistic in their dealings with the public. People maintain that the attitude of the Board and some administrators is that they know what is best for the schools and refuse to listen to the local input.

The residents of the communities served by Northland School Division are pressing for a more active role in the education of their children. Among their desires are:

i) A more representative role in the government of education in their communities;

ii) Input into the operation and programs of their schools;

iii) A curriculum relevant to the needs and lives of the young people;

iv) Input into the selection of the principal of their school;

v) Improved communication between local communities and the Board;

vi) Use of school facilities without cost and excessive red tape;

vii) More realistic participation in the planning of new schools or additions;

viii) Education of their children in their own community;

ix) A more positive view of pupils - that they can and want to succeed.

The Committee, in meetings with government agencies and other groups and individuals which have had contact with the Division, attempted to assess their perception of Northland School Division. While the feelings varied according to the nature of the contact with the Division, the majority were critical of the Board's attitude.

It was commonly expressed that the Board had failed to communicate what it was doing and was generally inflexible to outside suggestions. It is generally perceived that the Board does not consider itself as responsible to the publics it serves.

In summary, it appears that the majority of the parents in the Northland School Division do not place a high value on the education which is being offered in the schools of Division. If there is to be a change in attitudes, the local people must have input and the curriculum and school must become more relevant to the needs of the young people.

Furthermore, the public image of the Northland School Division is not good. The public are aware of some changes, but they perceive the faults to outweigh any achievements. If the image is to change there must be a change in structure which will provide for participation in governance and decision-making, and for improved communications both within and outside the Division.

At the same time, the people must recognize that along with increased responsibility for education of their children there is the challenge to participate actively. The people must also recognize the need to actively promote and encourage their children's education. It is unlikely that any of the desired changes will make any substantial difference unless the people are prepared to demonstrate their willingness to meet these expectations.

II. GOVERNANCE

1. The Present System of Governance in Northland School Division No. 61.

Section 4 of the Northland School Division Act provides for the selection, terms of office and responsibilities of trustees who make up the Board.

"Section 4. (1) The Lieutenant Governor-in-Council shall appoint a board of trustees for the Division consisting of not less than three but not more than nine members.

(2) The Lieutenant Governor-in-Council shall designate one of the members as chairman of the board who shall hold office during the pleasure of the Lieutenant Governor-in-Council.

(3) The Board shall elect one of its members as vice-chairman, who shall hold office during the pleasure of the board.

(4) The board of trustees is a corporation under the name of The Board of the Northland School Division No. 61 and shall have a common seal.

(5) The members of the board shall be appointed for terms of not more than three years.

(5.1) A member of the board continues to hold office after the expiry of his term of office until the successor is appointed.

(6) Nothwithstanding subsections (5) and (5.1), the Lieutenant Governor-in-Council may terminate the appointment of a member.

(7) Subject to this Act, the board has all the powers and duties of a board of trustees of a school division elected under The School Act."

These provisions differ in three major respects from those pertaining to trustees in other school jurisdictions:

(1) Northland's trustees are appointed by the Government, while in the rest of the province they are elected.

(2) The chairman is appointed by the Government, whereas in other parts of the province the elected trustees select their own chairman.

(3) The trustees are not required to be resident in Northland School Division, a specific requirement in order to be eligible for membership on any other board.

In accordance with the legislation, a decision was made that the Board should consist of seven trustees, each appointed for a three year term and eligible for reappointment. The present board is composed of:

(1) Two Non-Resident Members:

a) The Chairman of the Board, who is full-time and by Board policy acts as Chief Executive Officer of the Board. The incumbent was first appointed in July 1970.
b) An employee of Alberta Education. The incumbent was first appointed in November 1979, and has been designated as vice-chairman of the Board, a practice instituted in 1975.

(2) Five Native Members:

To obtain names for consideration by the Government, nominations are requested from within the Division. The Lieutenant Governor-in-Council makes the final selection and appointment. There are no specific subdivisions as are found in other school divisions in the province. The Board has, however, divided the operating schools into five regions and a native trustee is selected from each region.

Two of the five native trustees hold status as Treaty Indians. The periods of service on the Board are listed below:

Trustee A - First appointed in 1969, reappointed 1972, 1976, 1979
Trustee B - First appointed in 1972, reappointed 1976, 1979

Trustee C - First appointed in 1973, reappointed 1976, 1979
Trustee D - First appointed 1979
Trustee E - First appointed 1980

The Northland School Division Board of Trustees is a corporate body established by the Legislature of the province to provide for the educational needs of the young people who reside within the boundaries of the Division. The duties and responsibilities, together with the powers necessary to carry out these, are set out in Legislation, such as the Northland School Division Act and the School Act, and in the Regulations and Orders issued pursuant to these Acts. Within these limits, the Board must set objectives for Northland School Division and decide to what extent and by what means they are to be achieved.

The question of the governance of education in Northland School Division was an issue of great concern frequently raised in private discussions, public meetings and in various briefs to the Committee. The concerns tend to fall into two groups: (1) The establishment and membership of the Board; (2) Board operations.

2. The Establishment and Membership of the Board of Trustees

Appointment of the Board of Trustees does not appear to encourage input to the Board nor for responsibility to the people at the local level. Many people expressed frustration because they feel they have no way to express their concerns about education in the Division with assurance that their views will receive fair and reasonable consideration. They wish to have trustees who will listen to and represent them because they have been locally elected. Because the Board does not appear to be responsible to the local people seems to be an important factor in the attitude which one finds in some of the communities towards the schools. Local people perceive the school to be a foreign institution that has no connection with their community. They perceive its role and purpose to have been decided by someone else, and as such it bears little relevance to the life and needs of the community.

The selection of persons to serve on any public appointed body is always difficult. Questions arise in the minds of the general public as to who makes the selection, what criteria are used for selection, and why a particular individual was chosen. In the case of Northland School Division, there are many rumours and criticisms regarding the appointments. The integrity or ability of individuals is not questioned. Rather, there is no information available as to the criteria or methods used in making the selections. Some groups indicated that they had gathered signatures to support particular candidates who they believe to be worthy, only to find that the candidates selected had, in their opinion, less community support than the names they had submitted.

The present structure does not appear to provide for effective trustee representation or contact with local communities. The Division serves a very large geographical area. The communities are widespread and some are relatively isolated, and there are only five trustees appointed to represent the communities. Trustees are not able to visit the communities within their region on a regular, systematic basis. In several communities, the people perceived the Chairman as the only Board member because he was the one they recalled coming to the community on school business.

However, there was little support for separation of Northland into small units or annexation of schools to other jurisdictions. On the contrary, there was widespread support for continuation of Northland School Division with its present boundaries. The Committee examined the advantages of breaking Northland into two or more school jurisdictions, and/or adding certain areas to existing school jurisdictions. It was concluded that the Division should not be broken up or reduced in size for a number of reasons:

(1) The Division is of sufficient size in enrolment and operating schools to provide the programs and administrative support services which are so necessary for the students in these remote communities. Any reduction in the size of the Division could limit the provision of these services.

(2) Since 96 to 98 percent of the pupils are of native ancestry, Northland has a special mandate to provide for these students. With special support from government, the Division has the potential to develop the programs to provide for the cultural and language needs of the students. In other words, the native students have a greater possibility of having their particular needs met within Northland School Division as it is now constituted.

(3) There were few requests from any area to be excluded, or demands to break up the Division. If there were representations in this regard, they were more in the way of resentment towards the inability of the system of governance and administration to meet the needs of the people.

The appointment of two non-resident trustees who occupy key positions on the Board is perceived to be a method of maintaining government control over the affairs of Northland School Division. It is widely held that the authority and power of the Board are centered in the positions of Chairman and Vice-chairman, both of which are filled by non-residents. Because they are both employed by the Government, they are seen as representing and serving government, not the people of the Division. The appointment of native trustees is perceived to be of little value as long as government people run the Division. The Chairman as chief executive officer of the Division appears to reinforce the role of government in the Division.

The appointment rather than the election of trustees is considered to be a denial of a democratic right that exists in other areas of the province.

The Committee was constantly reminded at meetings in communities and through various briefs that residents of Northland School Division were Alberta citizens and as such should have the same rights possessed by other Albertans. The people found it difficult to understand why they are permitted to elect representatives to other boards which provides services in their communities, such as Hot Lunch Societies, Community Vocational Centres, and Advisory Committees for Municipal Improvement Districts, but are not permitted the same right with respect to the school board.

The Committee concluded that the trustees of the Northland School Board should be elected. The residents in Northland School Division should have the same right as residents of other Alberta school jurisdictions to elect school trustees. There appears to be no justifiable reason for the residents to be denied the right to determine who should be their representative on the Board.

The Committee saw sufficient evidence to indicate that the people in Northland are prepared and wish to govern themselves in education in a manner consistent with practices in other school jurisdictions. Furthermore, the practice of the Government appointing a full-time Chairman is no longer necessary. The Board employs full-time professional administrators who are qualified to manage the affairs of the Division. If special financial needs were a criterion for requiring a full-time, appointed Chairman, the need has disappeared. The Division is no longer dependent on special operating grants. Other northern school jurisdictions that receive special operational financial assistance are not required to have a full-time appointed Chairman.

Similarly, the need for the appointment of an employee of Alberta Education to the Board is no longer necessary. The present services of the Department of Education are sufficient to monitor the operation of the Division and to provide advice and assistance to the Board and administrators.

Indian Bands whose students attend Northland schools should have the right to membership on the Board. Approximately 40 to 45 percent of the total enrolment of the Division are students whose parents are Treaty Indians. It appears that justice demands that they have a share in the governance of the School Division as long as they are under the jurisdiction of tuition agreement with the Division. It is recognized that education of Treaty Indians is a Federal responsibility guaranteed by treaties. The Committee accepts this principle and there is no intention to infringe on this right.

The desire of Indian Bands to participate in the governance of their children's education is evident. The Committee has examined the extent to which the Federal Department of Indian and Northern Affairs has granted responsibilities for education to Bands. The principles under which Treaty Indian Chiefs of Alberta would consider Indian representation on school boards have also been studied. The number of representatives on the Board should be relatively consistent with the proportion of total enrolment who are Treaty Indians. Procedures for the selection of Treaty Indian representatives to the Board should be determined by the participating Bands. The representatives should become full members of the Board with all the rights, responsibilities and obligations under the School Act.

The Committee has also concluded that in each community with an operating school, the Board should establish a school committee, and grant the committee certain powers and responsibilities. It is important that there be a representative group in each community that is knowledgeable in local problems and interested in the operation of the school. Most of the communities are relatively isolated both geographically and administratively and have unique community characteristics.

When a local community is given some responsibilities for the operation of its school, the school becomes a part of the community and ceases to be a foreign institution operated by a far-off board. A local school board committee which works closely with subdivision trustees and the administration will become more knowledgeable about the affairs of the Division and will provide a training ground for future Board members.

In some cases there are established community groups that could assume this role. An additional school committee would not be necessary unless the community wished to do so. However, the Board must be prepared to provide help and in-service to enable school committees to develop and function. This assistance is particularly important if local committees are to understand accurately their role, the limitations within which they operate, and the importance of their participation and leadership. Few people at the local level have any knowledge of school system operations and will require education and guidance to develop their skills. Such help in other programs has proven effective.

3. Board Operations

Northland School Division lacks a statement of philosophy, goals and objectives which clearly reflects the purpose of the Division and the educational aspirations of the residents. The general statement of purpose found in the student report forms fails to effectively address the goals and purposes of the Division's educational system. There does not appear to be any statement regarding the role or importance of native culture, language, or the values held by the residents of Northland. There is no indication that parents or people in the communities have been consulted as to what they consider to be important as educational goals for their schools. Discussions with parents and teaching staff suggested that there is confusion as to the real purpose of education. The Committee concluded that the absence of clearly stated goals and objectives has contributed to the frustration and low morale of the teaching staff and has hindered long-range planning in the Division.

A school system must have a philosophy which provides the basis for its goals and objectives. It must clearly enunciate what it believes about education and for what it stands. From this statement flow the goals, objectives, policies and programs of the school system. All schools in Alberta are part of the provincial system of education and The Goals of Basic Education for Alberta must be adopted and enlarged to reflect the special needs of each school system. The school system which fails to develop a sound philosophy, and which fails to obtain local input in its development, will enjoy little support from its public.

Decision-making in the Division is highly centralized, with authority concentrated in the Board. The Committee was made aware of many situations where there was little or no sharing of decision-making with those most affected by the decisions. There is an absence of any organized structure to provide for shared decision-making. Senior administrators are overloaded with work involving trivial matters. There is little or no encouragement for school staffs and local communities to make decisions in the areas in which they are competent or qualified to do so. There is an apparent view that those in schools and at the local community level are not capable of contributing to or making decisions.

A highly centralized system with little shared decision-making does not result in good decisions, nor is it condusive to good morale. This is especially true in a system such as Northland which consists of widely scattered communities each with its unique needs and problems. There is ample research evidence to indicate that individuals who have some decision-making authority in matters which affect them are happier and more productive. The Board should re-examine its policies and methods of operation which have concentrated power and authority in the Board. New policies and procedures, and if necessary, new structures should be adopted which will provide for shared decision-making and ensure that the best possible decisions are made. There are many competent, qualified persons at the local school and community level who have a knowledge of the local situtation and who could make better decisions than someone geographically and culturally far removed from the particular community.

The Board does not appear to understand its true role and function. It has become too heavily involved in the day-to-day operation of the schools. The Board has employed qualified administrators, but is administering the school system rather than delegating this responsibility. A policy manual has been established, but it is deficient in many areas. There is an absence of written policy in most matters, and regulations and procedures have been inappropriately included.

The sum of these problems is the inability of the Board to address its primary responsibilities - the establishment of policies and the examination of issues and problems facing the Division. The Board should place more emphasis on policy development and delegate the responsibility for making rules and regulations and system administration to the administrators employed for these purposes.

The designation of the Chairman of the Board as chief executive officer contributes to the problem of separating Board and administration functions. By Board resolution the Chairman is to exercise general supervision over the affairs of the Division. The Chairman, then, is the one who is ultimately responsible to the Board for all that takes place or fails to occur in the Division. Through his administrative staff he is also responsible for the actions of all school board employees. It is difficult to understand how the Chairman, as a trustee and as Chairman at a Board meeting, can carry out the responsibilities of his office when he is also Chief Executive Officer. He presides over a Board which must make decisions regarding matters for which he is responsible. As Chief Executive Officer he is also privy to information which other trustees do not have. This limits their effectiveness.

There is insufficient communication between the Board and its publics or its employees. There were frequent complaints at the community level that there was little or no information filtering through about the activities of the Northland School Division. One can readily conclude that poor communication within the system contributes significantly to the poor image of the Division.

The results of an opinion survey, conducted by the Committee among the school staffs, indicated consensus that improved communication at and between all levels within the system should receive more emphasis.

III. ADMINISTRATION AND OPERATIONS

1. Division Administration

The administrative structure of the Division is composed of the Chairman and chief executive officer of the Board, superintendent of schools and executive officer of the Board, secretary-treasurer and executive officer of the Board, and the maintenance supervisor. Each of the last three administrators has a staff of subordinate administrators to assist in the areas of his responsibility. The complete organization structure is illustrated in Appendix H. All administrative staff are resident and operate out of the central office in Peace River.

A review of administrative policies, procedures and practices identified a number of problems in the administration of the Division.

The illustrated administrative structure, as extracted from existing policy, proposals, and job descriptions, does not reflect accurately the execution of administrative responsibilities and decision-making.

It was unclear to the Committee what the responsibilities of the administrators were. The policy manual contains job descriptions for the superintendent and maintenance supervisor, and a tentative description was obtained from the assistant superintendent, curriculum and instruction. Statements were not available for the chief executive officer, secretary-treasurer, and other administrative officers. Several administrators appeared to have jurisdiction in the same area of responsibility, for example, requisitions and purchasing, administration of schools, pupil personnel, principals' duties, para-professionals, counselling, and special education.

There is general uncertainty within the central office as to whether or not an administrator may or can make a decision within his area of responsibility, and there is little confidence among school staffs and the public that authoritative decisions can be made by administrators quickly or effectively. Sufficient examples were cited to indicate that administrators in positions of responsibility were not delegated decision-making authority or were indecisive because of uncertainty that their decision would be upheld. Advice to teachers on instructional practice, the principals' administration of schools, public requests for use of schools, parent concerns, personnel administration and purchasing were most frequently cited as the areas illustrating the ineffectiveness of the structure and decision-making system.

It is evident that most administrative decisions are a function of Board action. A number of factors contribute to this phenomenon.

First, the chairman of the Board is chief executive officer, hence his decisions tend to require Board sanction. The inherent conflict in one person occupying both positions circumscribes his ability to do otherwise. A chairman making chief executive officer decisions would be viewed by other board members as action excluding them from their rightful participation as trustees in decision-making.

Second, as a senior Department of Education administrator the opinion and directions of the vice-chairman tend to carry substantial weight, which further centralizes administrative decision-making in the Board and erodes the administrative responsibilities of executive officers.

Third, the Board's policies do not provide for effective delegation of authority. Most policy is unwritten, and effectively known by only one person, the chairman. The senior administrators are relatively new to the Division and cannot be faulted for a lack of thorough knowledge of policy. The policy manual contains many outdated policies or there is an absence of policy. Its contents reflect a confused mixture of policies, regulations and procedures, the last two of which tend to change annually. Together with the size of the manual and its complexity, the frequency of change makes upkeep an impossibility. Board policy is not well understood nor is it credible.

As a consequence of the high degree of centralization in decision-making and involvement of the Board in administration, the Board is not able to address policy development effectively nor assess the effectiveness of policy. Executive officers and administrators are unable to execute their responsibilities effectively because of confusion between Board policy decisions and administrative decisions. The dual responsibilities of the chairman are largely responsible for the uncertainty. The individuals who are best qualified and most knowledgeable because of their proximity to issues are unable to make decisions. Little attention can be given to improving administrative efficiency because of the inefficiency of the decisioning system.

2. Instructional Facilities

When the Northland School Division was formed in 1960, it faced a formidable task in providing adequate school accommodation. There were not enough schools and those which were in existence were overcrowded and generally poorly contructed. Many were of log construction and indoor facilities were few and far between.

In the early years, the Division relied extensively on portable classrooms. These were easier to obtain than permanent buildings and they could be moved as school enrolment changed. If an additional classroom was required another portable was moved on site. It became common practice to join portables together under one roof and provide some administrative space. Washroom facilities were added when water and sewer became available. In recent years, Northland School Division has used masonry construction in its new schools and additions.

The Division is required to follow the same regulations for capital building and upgrading as all other school jurisdictions in the province. The Provincial School Buildings Board, in accordance with regulations set by the government, determines the size of a school and its facilities, and the capital provincial grant for each project.

The Division finances capital construction from three sources;

i) Provincial School Building Grants - the amount depends on the current regulations for approved facilities.

ii) Federal Grants, provided under tuition agreements with the Department of Indian and Northern Affairs, contribute a per pupil capital grant if the school is to educate Treaty Indian students.

iii) Debenture borrowings make up the difference between the total Provincial and Federal grants.

The Division has built some new schools and upgraded others. During the last five years, $7.6 million has been spent on capital construction, upgrading and utilities. The School Inventories in Appendix E indicate the type of building at each location.

There are wide discrepancies in the standard of school accommodation among the communities in the Division. There are old frame buildings, free-standing portables, portable classrooms joined together under a framed roof, combinations of older frame construction and newer masonry additions, and permanent, modern masonry buildings. The older frame buildings and portable classrooms (free-standing or joined together) cannot be brought up to a standard equivalent to the permanent, masonry construction, and are difficult, if not impossible to maintain. Some schools are overcrowded and for extended periods of time have had to use free-standing portables which lack adequate utility services.

The majority of school sites appear to be large enough and most of them are fenced. Very little has been done in the way of landscaping and the sites are not well-developed for recreational use. There was no evidence of over-all planning for site development.

There are also wide variations among the schools in the provision of auxiliary facilities such as libraries, lunchrooms, activity rooms or gymnasiums, showers and health rooms or infirmaries. Many of the older schools do not have any of these spaces. In part, this is a result of school buildings regulations which at the time did not permit these facilities to be constructed in small schools In the newer schools, regulations have been relaxed to permit the construction of facilities such as kitchens, lunchrooms, showers, and health unit quarters, which appear to recognize the unique role of the school in the communities, climate conditions, and social needs.

Many of the communities would like to see better facilities available for use by the community or would like existing facilities to be more accessible. Present procedures and regulations of the Division discourage local use of schools. There is little evidence that the Division has encouraged a community-school concept, for example, the realistic involvement of local communities in the identification of the need for facilities for community use. There is a strong desire on the part of local communities for more involvement in the planning for new schools and upgrading of facilities and sites. The people also feel strongly that a school should be retained in each community rather than complete centralization to another community.

There does not appear to be any immediate danger to the safety and health of pupils because of the present standards of school facilities. However, there are schools that are uncomfortable for pupils and teachers to work in, and which do not provide the best learning environment. They are difficult and expensive to maintain and are below standards which would be acceptable in other parts of the province. These schools should be replaced.

The Committee noted that the temporary facilities used at Mistassiny provide very undesirable teaching/learning conditions. The teachers, pupils and parents are to be commended for enduring the long delay in replacing the school destroyed by fire. It would be hoped that every effort would be made to ensure that the school facilities under construction are available by September, 1982.

Many of the remaining schools do not have facilities of a standard necessary to meet the educational program needs of the 1980's, nor do they have facilities that encourage and permit community use of schools. Where these conditions exist the school buildings should be upgraded.

If the school is to become an effective force in pupil growth and community development, a school should be available in the community. If at all possible centralization of schools to other communities should be avoided. Furthermore, the people must have the opportunity for meaningful involvement in the planning of school facilities.

3. Teacher Residences

In 1980-81, the Division owned 30 single family dwellings and 60 trailers or mobile homes. Four residences are located where Northland does not operate schools. At three locations, Jean D'Or Prairie, Fox Lake and Garden Creek, the residences are owned by the Department of Indian and Northern Affairs, although Northland provides and maintains them. In the community of Grouard, Alberta Housing residences are available to teachers.

The Division has had to provide accommodation for teachers because of the remoteness of many schools and the absence of suitable alternative homes in most of the communities for staff to purchase or rent. In a few areas this need is decreasing because land is becoming available for teaching staff to purchase.

The necessity to provide teacher residences has had a number of consequences. The capital, operation, and maintenance costs are high. The Division has $2.4 million in residence-related capital assets. The Board subsidizes rent by charging teachers relatively lower rents. The role of the landlord often leads to conflict between individual teachers and the Board.

Some teachers object to the necessity for sharing accommodations with individuals who were total strangers or persons who had a different life style. Many teachers indicated a strong preference for permanent, more attractive dwellings rather than mobile homes. There were numerous complaints about the residences, and the problems teachers had getting into their homes by car because of poor access roads.

The appearance of residence sites and their location were also a concern to community members. A number of people pointed out that other government agencies and private employers made greater efforts to make residences attractive, for example, landscaping, attractive fencing and garages. Local people also were concerned with location of residences on school sites isolated from the community and surrounded by high wire fences. Many considered this an expression of a desire by the Board to keep teachers from associating with the community.

The sites on which residences are located are generally unattractive and to some extent repugnant to both teachers and communities. Every effort should be made by the Board to improve the attractiveness of teachers' homes and to replace, wherever feasible, mobile homes and trailers with permanent single or multiple family dwellings. It is unlikely that the Division's responsibility for provision of teacher residences will disappear.

4. Maintenance

Operation and maintenance services of the Division are directed by the Maintenance Supervisor who is also responsible for supervision of pupil transportation. His department supervises construction and repair services, maintenance of all school buildings operated by the Division, vehicles maintenance, bus and wagon drivers and caretakers. The department employs a core of maintenance personnel supplemented by local residents. In emergencies or for specialized services the Division employs commercial firms.

The department has a separate budget established by the Board. In 1980 the Division expenditures for these services amounted to $2,145,243.

For a number of reasons, the operation, maintenance and repair of facilities in the Division are imposing and difficult tasks. The Division is responsible for a full range of services including sewage facilities and water plants; there are few locations with a municipal authority to provide these facilities. The Division covers such a large area which with relatively isolated schools makes regular maintenance and emergency repairs difficult and expensive. Also, it is difficult to obtain trained and competent servicemen in all areas. The rigorous weather is hard on all buildings and utility services. The maintenance condition of the schools varies widely. Some schools have reached a stage where they require more maintenance and repair than is usual. The Committee received many complaints about the lack of preventative maintenance and cases were cited to confirm the problem.

There were many complaints about the quality and responses to requests for repair services. However, the staff and principals generally indicated to the Committee that since the appointment of the new maintenance supervisor repair services have improved considerably. The Committee examined the problem area carefully and confirmed that the maintenance department is now providing as satisfactory a level of services as can be expected.

Inspectors from the Department of Environment, the Fire Inspection Branch and other branches of Alberta Labour, and the Health Units regularly inspect conditions in the communities and schools. The inspectors file reports with the Division which indicate deficiences that require remediation. Particular care is taken by the Health Unit inspectors to ensure that the water supply is monitored, and the communities and schools are immediately informed if there is any danger to the children. Alberta Environment and Alberta Labour approve all water or sewage disposal systems to ensure that they meet provincial standards. There is no evidence that the Division does not take seriously the reports and advice of the inspectors. Furthermore, the Division maintenance department responds immediately when principals report breakdowns in utility services.

The Committee recognizes that for some of the schools it is necessary to provide outdoor toilet facilities because breakdowns might occur in the indoor facilities and repair services may not be immediately available. The need to use these facilities is rare. Nevertheless, the maintenance of these toilets is a problem, because they are accessible to the whole community and general public. At times they are abused and even locking them does not appear to make a difference. The Division has to provide these back-up facilities and has no alternative to keeping them well maintained.

The Committee concluded that the standards of maintenance have improved. Every effort should be made to improve further the efficiency and economy of services in order to ensure that safe and acceptable conditions are maintained. Consideration might be given to regionalization of services, contracts with other government agencies, the training and utilization of local personnel, or re-assignment of existing staff responsibilities as new approaches for the provision of services.

The Committee concluded that preventative maintenance is the key to maintaining facilities in good condition. A well-developed preventative maintenance program could have avoided much of the deterioration of some of the present facilities, and would have proved more economical.

5. Finance: Operating Fund (1976-80)

Northland School Division has four major sources of revenue: Regular Provincial Government SFPF and School Grants; the Federal Government through the Department of Indian and Northern Affairs; Supplementary Requisitions on property within the Division, obtained through the Department of Municipal Affairs; and miscellaneous revenues.

The budget prepared by the Division is reviewed annually by the Department of Education. In the past, the Department has provided an incremental grant to offset deficiencies in revenue not available from the supplementary requisition.

The Board, through the budget, determines the allocation of expenditures. Instructional expenditure is the major cost component, followed by operation and maintenance, and contribution to capital debt services and transfers.

Details of revenues and expenditures for the five-year period are included in Appendix J.

(1) Revenue

Total revenue has increased 61 percent, from $7.05 million to $11.80 million.

Revenues from the Provincial Government have increased 22 percent, from $4.12 million to $5.28 million. As a proportion of total revenues, Provincial Government contributions have decreased from 61 percent to 47 percent.

Revenues from Supplementary requisitions have increased 813 percent from $0.19 million to $1.78 million. As a proportion of total revenues, contributions, from supplementary requisitions have increased from 3 percent to 16 percent.

Revenues from the Department of Indian and Northern Affairs (Federal Government) have increased 69 percent, from $2.73 million to $4.0 million. As a proportion of total revenues, contributions from the Federal Government have increased from 34 percent to 35 percent.

Revenues from miscellaneous sources have increased 31 percent, from $172,000 to $224,000. As a proportion of total revenue, miscellaneous contributions have remained constant at approximately 2 percent.

Provincial Government contributions to revenues have not increased as rapidly as the increase in total revenues because of decreased dependence by the Division on incremental grants, and increased revenues from the supplementary requisition on all unorganized territories.

(2) Expenditures

Total expenditures have increased 48 percent, from $7.67 million to $11.38 million.

Expenditures for instruction have increased 30 percent, from $3.96 million to $5.66 million. As a proportion of total expenditures, instruction costs have decreased from 55 percent to 52 percent.

Expenditures for operation and maintenance have increased 62 percent from $1.32 million to $2.15 million. As a proportion of total expenditures, operation and maintenance have increased from 18 percent to 20 percent.

Expenditures for transportation increased 39 percent, from $621,000 to $864,000. As a proportion of total expenditures, transportation expenditures decreased from 9 percent to 8 percent.

Expenditures for contributions to capital, debt services and transfers increased 68 percent, from $0.96 million to $1.62 million. As a proportion of total expenditures, contributions to capital, debt service and transfer increased from 13 percent to 15 percent.

Increases in the costs of administering, operating and maintaining the Division, and capital construction are largely responsible for increased expenditures. Decreased emphasis has been placed on instructional expenditures.

It appears from the statements of revenue and expenditures that the Division's priorities are on administration, capital, and operation and maintenance. Despite an over-all 61 percent increase in revenues, expenditures for instruction have increased only by 30 percent. To some extent, the emphasis in expenditures reflects the reality of demands on the Division, however, even inflationary factors would suggest that instructional costs would increase by 10 percent or more per year instead of an average 6 percent.

IV. PERSONNEL

1. Teachers

In 1980-81, Northland School Division employed 150 teachers. 93 percent of these teachers had four or more years of teacher education, but 50 percent had two or fewer years of teaching experience. Of the 57 new teachers employed during the year (44 were hired on September 1, 1980), 25 were from Alberta, the remainder coming from the Maritime provinces or Ontario. Appendix J, provides detailed information with respect to the staff in 1980-81, and for the period 1976-1980.

A number of problems are evident with respect to the employment and retention of teachers and teacher personnel policies.

The number of teachers new to the schools each year is a general concern throughout the Division. Teachers do not usually stay in a school or in the Division more than 2-3 years, and for the most part are relatively inexperienced.

Many factors appear to contribute to the rapid turnover of staff: a tendency for teachers to consider Northland a temporary source of employment until permanent positions can be obtained in more urban parts of the province; working conditions, e.g., lack of preparation time, multiple-grade classrooms, low levels of pupil achievement; few opportunities within the Division for advancement and professional development; the relative isolation of communities; few opportunities to own property, establish a home, or participate as a member of the community; the high cost of living, e.g., the cost of food in some centres is double that of Edmonton; the prohibitive cost of travel to the nearest centre or

Edmonton; residences and their sites are generally below the standards to which most staff are accustomed; equivalent monetary incentives in other jurisdictions that have a lower cost of living.

The Division has made attempts to make employment by Northland attractive or endurable. Most of the mobile homes and permanent residences are of a good standard, although the sites and their maintenance leave much to be desired. Location allowances are provided to help offset the higher cost of living. The Division subsidizes the cost of transportation to Edmonton for one professional development activity, the E.O.F. conference. Nevertheless, these incentives are minimal in comparison to the magnitude of the problem. The assistance and incentives provided by other agencies, e.g., RCMP, and energy-related companies, appear to be more productive in terms of their ability to attract and retain personnel.

In many respects, deficiencies in incentives such as those mentioned above can be overcome or at least their negative effects minimized if teachers can be successful in their work and if they believe that their work is important to their employers.

Teachers' morale appears low, and their relationship with the Board and administration is poor. Generally, teachers perceive themselves to be held in low esteem by their employer, and do not appear to enjoy much professional status within the Division. A number of reasons were cited for these perceptions: Personnel polices are restrictive and their application is often inconsistent; a fear of punitive action if staff are critical of the actions of the Board or administration, or of conditions in the Division; an apparently low level of confidence by the Board and administration in the individual or professional capabilities of teachers; deficiences in intructional supplies and resources; continued problems with the maintenance of residences and utilities (although recent improvements are acknowledged), sharing of accommodations, and the mixed employer/landlord role of the Board.

Teachers are inadequately prepared for the duties and circumstances in the school and communities in Northland. Advertising, interviews and selection procedures have improved, but orientation and post-orientation activities are inadequate. Most teachers have insufficient information on the schools and communities to which they have been assigned, the cultural context of pupils, the program of studies, Division operations, professional problems, and expectations of teachers. The initial orientation has not been adequate in this regard and has not been followed-up; most teachers expressed a need for more material and professional support in this regard.

The pre-service and continuing education programs available to teachers do not adequately prepare teachers to teach native pupils, or to teach English as a second language. Little or no provision is made for cross-cultural orientation of an extended form (2-3 weeks), in-service education in native studies, or study of local native history and culture. Few teachers develop any functional appreciation of the history or culture of Treaty Indians or the Metis people.

The E.O.F. program, particularly the facilitator component, is a bright spot in an otherwise dismal orientation system. Without the facilitators, many of the teachers would flounder or give up and quit. The demands placed on the Division to assist so many new teachers each year to adjust to difficult circumstances are extraordinary, and the facilitator program is largely responsible for the success of the Division meeting these demands to some degree.

In view of the inadequate preparation of teachers for living and working in the communities of Northland School Division, and cultural and language barriers, it may be understandable that teacher-community contact is poor. Furthermore, because most new teachers are inexperienced, they have little leisure time to get to know the people or to learn more about their culture. However, some of the practices of the Division contribute directly to poor teacher-community relationships. Teacher residences are physically isolated from the rest of the community, in most cases a necessity because of the need to provide water and sewer connections with the school facilities. In many instances the residence is surrounded by chain-link fencing with locked gates that are intended to "protect" the residents. Community residents where these conditions were present considered the situation an insult, although they did not dispute the need for durable, permanent fencing. Access to the schools for community use is difficult. The red-tape required in obtaining Board approval tends to discourage use.

The Board does not appear to encourage actively good school-community relations. While there is a policy that supports the establishment of local committees, the Board does not actively solicit their creation. In addition, teachers and community representatives have the perception that the Board did not encourage teachers participation in the community. As a consequence some teachers have as little as possible to do with the communities or are careful to ensure that the Board is unaware of their participation or leadership.

The rate of teacher turn-over is not wholly the responsibility of the Northland School Division. Many factors such as the isolation of communities, cultural and social amenities, professional ambitions, and personal preferences may be outside the Division's control. However, the practices and lack of incentives that tend to discourage or alienate staff are within the capability of the Division to change. It is evident that teachers are inadequately oriented for their work and life in the communities, and that the inattentiveness of the Board to proper orientation is a factor in turn-over. It is also evident that the administration of teacher personnel policies has not been effective enough to encourage the retention of teachers. No appreciable change is foreseen in the ability of the Division to attract and retain teachers unless these areas are improved.

The Committee recognizes that teachers are one of the most important elements in pupil achievement and growth. Teachers must be better prepared to teach in the Division's schools in terms of the knowledge of the communities, the culture and background of pupils, and the problems to be encountered. The opportunities for inservice must be expanded, teachers' self-image enhanced, and the potential for service in a challenging environment emphasized in recruitment. Teachers must be made to feel that what they are doing is worthwhile, and that they are an important, professional part of the educational team of the Division.

2. Principals

In 1980-81 there were 27 school principals, three of whom were in one-room schools; seven schools had vice-principals. Ten of the principals had only 1-3 years of administration experience in the Division; ten had no administration experience in the Division. Six of the principals had three or fewer years of teaching experience.

There is no clear definition of the role and responsibilities of principals, a need that has been identified in school evaluations conducted by the Regional Office of Education and in previous studies of the Division. Principals are unclear as to their responsibilities and are generally hesitant to make decisions. It is not uncommon for them to contact the Division office for decisions on trivial matters. There is little evidence of any realistic or relevant involvement in planning or decision-making. Morale among principals is low.

The absence of clarity in responsibility is most evident in educational matters. Principals appear to have little latitude in respect to program decisions or resources. In contrast, they appear to have considerable responsibility with respect to maintenance of water and heating systems, often in a very practical sense, and are expected to coordinate a number of local services such as transportation. Regardless of the size of the school or the instructional assignments, the clerical and procedural expectations are the same for each principal.

Principals are ill-prepared for their duties. "Instant principals" are common and there is a notable absence of follow-up and in-service to train them for the job. Principals acknowledge that help is "as close as the telephone," but this practice only succeeds in addressing emergencies, not in developing persons to be more effective decision-makers. Even the most experienced principals acknowledge the absence of sound training and the lack of confidence displayed in their capacity to make decisions.

It is acknowledged that the high rate of turnover and relative inexperience of principals are an important factor in the tendency of Division administrators not to delegate decision-making to principals. However, because there is a rapid turnover, and because there are "new" principals appointed each year it is even more imperative that their responsibilities be well-defined and that the Division provide the training and support necessary for them to accomplish their duties successfully. The Division can expect inexperienced principals in the future and should be prepared to deal with the problems.

3. Paraprofessional Staff

In 1980-81 the Division employed the equivalent of 75 school-based paraprofessional staff: 41 teacher aides, 9.5 counsellor aides, 17.5 E.C.S. instructors and 7 library aides. In addition, one counsellor aide was employed to assist Northland pupils attending the Peace River High School.

The Division has a well-developed policy governing the purpose, assignments and duties of paraprofessionals. They are an important and often the most stable component of the instructional team and are well-regarded by teachers, pupils and communities. The teacher aides and E.C.S. instructors perform an essential service in bridging the language gap for pupils where English is a second language, and provide an important link between the school and community.

The programs provide a source of employment in the community and opportunities for individuals to further their education and receive training. Many of the persons have assumed positions of leadership in the community or have obtained positions of employment with more responsibility and higher salaries as a direct result of their training and experience as paraprofessionals.

Some aspects of the program may be outdated or require examination. Despite the achievements of a few individuals, the implied orientation of the program towards encouraging high school and post-secondary education may be out-dated. There is no real interest in secondary or post-secondary education. Most paraprofessionals are interested only in the position of an aide and are committed to training as such. Most want to remain in their own communities. In this context the limit on salary imposed by secondary education requirements is restrictive and acts as a disincentive.

The counsellor-aide program has enjoyed marginal success. Persons in these positions, with one or two exceptions, have had little success in achieving their purpose and are difficult to find and retain. It is common for parents to give them little support, and they find their role very uncomfortable because of its tendency to ostracize them from the community. This result is understandably undesirable for persons who have grown up in the community. Perhaps better communication between teachers and parents would be equally if not more successful in achieving the goals of the counsellor-aide program.

4. Auxiliary Staff

The Division employs a number of persons in the position of bus or wagon drivers, caretakers, school secretaries and central office staff.

There were concerns expressed that the roles, regulations and remuneration that apply to these personnel were inadequate or inappropriate. Bus and wagon drivers frequently cited the application of unfair regulations that affected their pay, for example, the practice of paying drivers by the trip rather than a salary. Schools have difficulty obtaining and keeping secretarial staff because of low pay. Many caretakers are not trained in minor preventative maintenance or are not expected to perform these duties, and are difficult to obtain. Central office staff salaries are not competitive and people are leaving or are contemplating other positions because of this. The Division may wish to establish continuous, consistent evaluation of the salaries, benefits and regulations that apply to all these groups of personnel in order to ensure the retention of qualified personnel.

V. CURRICULUM AND INSTRUCTION

All schools in the Division provide instruction in elementary programs. Twenty of these schools provide instruction in some junior high school programs. Three schools provide senior high school instruction, only one of which provides Grade 11 and 12 programs. Resource rooms are located in several schools and two schools have special education classes for slow learners.

1. Curriculum Services

(1) Philosophy and Programs

There appears to be an absence of leadership in curriculum development and adaptation to meet the unique needs of the pupils.

Northland School Division does not have a written statement of a philosophy of curriculum, with the result that most parents do not understand the rationale for the programs. The curriculum's purpose is perceived to be the teaching of English and the "White Man's Culture." Few attempts have been made to involve local resources in the identification of the learning needs of pupils or the goals of programs.

In an attempt to deal with the problem of Cree or Chipewyan as first languages of many of the children, the Division has developed its own project, Integrated Curriculum Adaptation for Northland (ICAN), and uses the Distar reading program. Both of these are used to aid in the transition from the native language to English. It is doubtful as to whether

DISTAR, which was developed for illiterate urban children, should be used. There appears to be no recognition of the value or importance of teaching in a child's own language or building on the value systems connected with that language.

There is general concern that programs in the Northland Schools are not meeting pupils' needs in terms of the development of self-image, native language and culture, life skills, and the practical and fine arts. Standard curricula are used, much of which are foreign to the pupils' background or are perceived to be irrelevant to their needs. Many of the materials present native culture in an out-dated, stereo-typed manner that discourages pupils' pride in their heritage.

The emphasis on the basic skills in each program does not appear to equip pupils satisfactorily for success at the next level of programs. Many pupils graduate to the next grade without having the skills necessary to cope with the new programs. Many parents are anxious to have their children succeed in education, but are frustrated by the inability of the system to equip their children with the skills that are necessary for success. Many pupils drop out because of their lack of knowledge and skill. There has been some leadership to develop programs which meet the needs of the students, but efforts to date have not brought about the necessary changes. The ICAN program appears to be the only major attempt to adapt curricula to the needs of the pupils. The individual efforts of teachers have been notable in this regard, but the program does not appear to have had sufficient support. To have significant impact, this type of development requires greater assistance and monitoring from Alberta Education and the resources of the universities as it is not the type of adaptation an individual teacher might make within the context of the established program of studies. Rather, it is intended to have a broad impact for all primary school pupils in terms of learning to read in the context of their culture and their needs.

A very small number of teachers attempt to adapt their programs to provide for the study of native culture and language. A few teachers and schools have attempted to use local resources to teach native history and crafts. The Division does not appear to provide much in the way of encouragement or leadership for these developments. Teachers who have attempted to obtain assistance for the development of native studies programs have experienced considerable difficulty in convincing the Board or administration of the need or viability of their efforts.

(2) Early Childhood Service Program (E.C.S.)

Northland School Division offers E.C.S. services in any community which has six or more children prepared to attend. During 1980-81, sixteen centres operated with an enrolment of

167. Native Instructional Aides from local communities are employed in each centre. The Division sponsors those Aides to a special native training course offered at Grouard during the summer months. Two full time people employed by Northland School Division organize and supervise E.C.S. centres.

The E.C.S. program operated by Northland School Division is highly rated and successful. The program has several unique features among which are the involvement of native members of the community as E.C.S. instructional aides, and the use of the native language for instruction where most of the children do not speak English. Parents are enthusiastic about these components as they enable children and instructors to learn and teach respectively from a common cultural understanding.

The E.C.S. instructor training program offered by the Grande Prairie Regional College is making a valuable contribution to the success of the program. The cooperation between the Director of E.C.S. for Northland School Division and the College faculty has been an important factor in this regard. The success in training native instructors and the benefits to children suggested that there could be advantages in similar training programs for primary education instructors.

There was some interest expressed by groups in the Division to make E.C.S. available to a lower age group. It was suggested that this would help some disadvantaged children as well as maintain programs in low enrolment areas. Communities are confronted with the spectre of the centre closing because of fewer than six pupils enrolled. It was suggested that by permitting children of a younger age than normal to enrol, short-term fluctuations in enrolment could be controlled and the services of instructors retained. It was further suggested that advantages might accrue to these young children as a result of their earlier enrolment, e.g., language competency.

The cost of providing the E.C.S. program is high due to he small number of students who live in scattered remote communities, the need to transport all children to the E.C.S. Centres, the cost of training instructors, and the supervisory services which must be provided. It was suggested that the high cost could jeopardize the provision of services in areas where enrolment is low. Every effort should be made to ensure that programs are maintained in order to ensure that children have access to this very important program, and that native instructors are not lost. The Division could find it very difficult to obtain another instructor in a subsequent year if a centre were disbanded.

(3) Educational Opportunities Fund (E.O.F.) Program

The program approved and funded by the Provincial Educational Opportunities Fund has six sub-programs:

Facilitators: Five experienced teachers work full-time visiting schools and helping teachers in their day-to-day work, and organizing and conducting seminars and institutes.

Resource Rooms In five schools, full-time Resource Room teachers work with students who have specific skill disabilities.

Integrated Curriculum Adaptation in Northland (ICAN): Funds are provided for the purchase of resource kits to be used with the ICAN Program reading projects.

DISTAR Reading Program: Funds are provided to purchase materials and provide in-service for the DISTAR Reading Program.

Field Experience: Funds are provided for student field trips to outside schools and communities.

In-Service: Two major in-service activities are underwritten: A Fall E.O.F. Conference dealing with instructional techniques; teachers' inter-school classroom visits within the Division.

The Educational Opportunities Fund program is well organized and implemented. The program has been both externally and internally evaluated, and is well-regarded. Teachers consider the program a successful and essential part of the instruction program.

Many teachers new to the Division would not be able to adjust to the demands of their responsibilities without the services of the facilitators. These individuals are on call by teachers and readily travel to the schools to help them. The facilitators are often the only consistent link between the central office and schools in matters of information and delivery of materials. To some extent they represent a positive image of the Division to teachers.

Facilitators have a more complete knowledge of what is happening in schools in the Division than any other personnel. However, this knowledge is not being fully utilized to advantage by the administration and Board in matters relating to the improvement of instruction. There is no well-established structure and process for the sharing of information between facilitators and central office administrators. There were reports of conflicting advice to teachers from facilitators and the system administrators, indicating the absence of agreement on policy or philosophy, or inadequate information on changes in Board policy and administrative decisions. Regular meetings between the facilitators and the administration could help in this regard as well as enable facilitators to keep the administration informed on policy implementation and instructional services.

There appear to be conflicting expectations of the facilitator's role held by both facilitators and central office administrators. Facilitators would like to be considered a more integral part of the central office decision-making system. Administrators would like the facilitators to be involved more directly in reporting on teacher performance. Neither of these perspectives may be consistent with the role defined under the Educational Opportunities Fund Project.

The ICAN project, when fully developed and implemented, will represent an effort in the Division to address the learning needs and environment of native children. The persons directly involved in the development and the Board are to be commended for their efforts in this regard. The Educational Opportunities Fund has been instrumental in providing the necessary resources. Progress has been slow, in some respects, and the application to only Grade One limits the benefits. There could be merit to a review of the program by Alberta Education in terms of development for use in other primary grades. The program's potential for use in other jurisdictions might also be explored. None of these suggestions implies that present implementation plans or finalization of the present program content be delayed. It is intended that the resources available through the Department of Education could be used to the advantage of the program.

In contrast there is little support for the continued use of the DISTAR program. Parents generally, and most professional educators consider its use inappropriate for native students. In some respects, it is considered to be detrimental to attempts to motivate interest in education.

The other components have proven valuable and are well-regarded by teachers and pupils. The E.O.F. Fall conference appears to be useful for professional development and morale building purposes. The E.O.F. Resource rooms appear to provide an important service to pupils with respect to addressing special learning needs. The testing component has provided the Division with the only assessment of the standards of achievement of pupils on a Division-wide basis.

2. Standards and Pupil Evaluation

Examination of the standards of pupil achievement was related to the expectancy that pupils would be achieving at levels comparable to pupils at similar grade levels in other parts of Alberta, given that the programs of study were the same. Observations are made based on current and historical standardized and Division test results (Appendix J) as well as information from teachers with respect to the achievement of their pupils.

(1) Standards

The public, parents, and teachers are concerned that the achievement of pupils is below expected standards. Under-achievement or inability to cope with the materials in a grade were often cited as factors which contributed to lack of motivation, poor attendance and drop-outs.

Division test results indicate that average pupil achievement is one or more years below expected grade-level standards, and that the gap increases as pupils progress through the grades. Many pupils do not comprehend the materials from which they are expected to learn, a problem that was noticeably greater at the upper elementary and junior high school grades. Many examples were cited of pupils who experienced difficulty with programs when they transferred to schools outside the Division, often to the extent of dropping out of school.

There is no evidence that pupils lack the capabilities to achieve successfully. Some individuals have overcome the deficiencies in standards and have completed high school and post-secondary education studies, but most of those who persevered required additional study or extra help.

While individual teachers are attempting to cope with the problem, there was little evidence of an over-all, concerted attempt in the Division to improve standards. There was no indication of a Division-wide effort to help teachers understand pupil motivation, interests, abilities, or background as means for addressing the problem.

The primary goal of Division personnel, parents and community must be to raise the level of pupil achievement. Rather than accept the present progressive deterioration in standards, every effort should be made to compensate for language or culture and achieve improvements in standards as pupils progress through the grades. Pupils are not achieving at levels consistent with their abilities or acceptable to parents.

Efforts should be made to capitalize on the abilities, interests and background of pupils as a foundation for improvement. Parents and community must have a significant role in these efforts if they are to be successful. The low standards of achievement are a significant factor contributing to lack of motivation, early drop-outs and the poor image of the Northland program and of education generally.

(2) Evaluation of Pupil Progress

The Division has policies on accreditation and/or reporting pupil progress to parents. The policy on accreditation provides for adherence to Alberta programs of study, guidelines for pupil promotion, use of Division test results in determining final marks, and appeal procedures. The policy on reporting provides guidelines for the number of reporting periods and the number of days allotted for parent-teacher interviews.

The Canadian Test of Basic Skills is administered to Grades 3, 5 and 8. Division Tests in Language Arts and Mathematics are administered to Grades 3, 6 and 9.

In a Division with so many complex instructional problems, e.g., high staff turnover, it was surprising to discover the general absence of specific guidelines and procedures for teachers in the evaluation of pupil progress. Little is provided in the way of a rationale for evaluation or the purposes for which results can be used. There are no comprehensive, well documented policies and procedures for the administration and collection of student evaluation results.

There is no evidence of a comprehensive approach to consistent evaluation practices by teachers. The area is left up to the individual teacher. Teachers are required to report to parents at regular intervals, but there is evidence that teachers enjoy little success in effective communication of pupil progress to parents. Efforts to relate diagnostic pupil evaluation to remediation are minimal. The testing program does not enable teachers to diagnose pupil growth and learning and plan instruction accordingly.

There are differences between the Board and instructional staff in the interpretation of evaluation results. Data compiled by the facilitators for the E.O.F. evaluation demonstrate the serious problem in achievement and teachers identified and confirmed the low achievement of pupils. The Board questions the validity and reliability of test results.

3. Attendance and Drop-Outs

(1) Attendance

The average monthly attendance for all pupils in the Division in 1980/81 was:

Sept.	- 75.8	Feb.	- 73.4
Oct.	- 82.2	Mar.	- 77.4
Nov.	- 74.3	Apr.	- 75.3
Dec.	- 75.3	May	- 74.7
Jan.	- 75.1	June	- 73.9

Although the over-all monthly attendance figures are below those found in most parts of Alberta, the Committee observed that there was considerable variation among schools and from grade to grade within and among schools. Some schools and classrooms displayed attendance figures above 90 percent, largely as a result of teachers' efforts to encourage regular attendance. Some of the schools displayed classroom and individual pupil attendance figures prominently in order to give attendance a high profile. It also appeared that where community-school relationships were good attendance rates were higher.

A number of reasons were cited for low attendance figures. A small number of individual pupils who were infrequent attenders tended to distort otherwise good attendance rates. In some areas family or community activities take children out of school periodically, for example, during trapping season, families periodically moving. In some cases severe weather conditions or transportation problems caused children to miss school. A lack of community support for education generally, conflicts between teachers and parents, domestic problems, and peer pressure were also given as reasons for irregular attendance. Some parents and teachers cited underachievement or inability to cope with the subject matter as a factor discouraging regular or continued attendance.

The Division generally considers improving attendance to be a high profile endeavour. The counsellor aides have this as one of their principal duties. However, their efforts have achieved only marginal success. Teachers' individual efforts and good school-community relationships appeared to be the most successful in achieving more regular attendance.

(2) Drop-Outs

The enrolment statistics for the Division, including those attending schools outside the Division indicate a substantial drop-out problem. A number of pupils begin dropping out at the Grade six and seven levels, and the drop-out rate accelerates rapidly during junior high school. Less than 25 percent of the pupils who complete Grade 9 continue in secondary-education and less than 10 percent complete their high school.

The reasons given for pupils dropping-out of school are numerous. At the local school and junior high school levels parents and teachers considered the most influential factors to be lack of parental support, poor school community relationships, lack of interest and boredom, inability to cope with the program, i.e., inconsistency between grade level and competency, and peer pressure. High teacher turn-over, teacher performance, and conflicts between community and school expectations of pupils were also cited. For those pupils who continue on to senior high school, the majority of whom must attend schools outside their home communities, the reasons given include loneliness and lack of acceptance, difficulties in finding good boarding homes, lack of counselling, peer pressure, absence of high school services in the Division, and inadequate preparation in basic skills and in program content.

Several non-school related reasons were also given for pupils dropping-out of school. Because of the absence of employment opportunities in the majority of communities, many students and parents see little value in school as a vehicle for employment. The welfare-oriented milieu of most of the communities appears to detract from both regular and continued attendance. Some students drop-out with the full realization that they can continue their education later at a Community Vacational Centre or Alberta Vocational Centre and that they will be subsidized to do so. The idleness of young people and its potential for mischief do not appear to be sufficient encouragement for students and parents to emphasize regular and continued education.

Some of the factors which contribute to students dropping out of school may be within the ability of the Division to influence, for example, achievement, program preparation, and counselling. Many of the other factors are beyond the Division's capacity for direct intervention and require the attention of parents, communities and other agencies. If significant changes are to occur in the incidence of drop-outs, the Division, communities, and other agencies must cooperate in the identification of the factors which contribute to the problem and the strategies that are necessary to increase the number of young people who continue their education.

(3) Boarding Home Program

The boarding home program enables pupils to enroll in a school outside the Division in Grades 1-12 and special education programs where these are not available in their own communities. The financial assistance is available only to non-treaty Indian pupils as the Federal Department of Indian and Northern Affairs has its own program for Treaty Indian pupils.

During the past five years, the number of students in boarding homes varied from 105 in 1977 to 68 in 1979; the percentage of drop-outs, or pupils who left the program for one reason or another during the year, ranged from 29 percent to 38 percent. In September, 1980, 80 pupils were in boarding homes - 44 pupils were in senior high school, 15 in junior high school, three were in elementary grades, and 18 were in special education programs. At the end of June, 1981, 54 pupils remained in boarding homes.

Parents are generally unhappy that their children must board-out in order to continue their education. However, for many pupils there is no alternative if they are to continue school. Until such time as there is a realistic possibility for offering secondary school programs in more schools of the Division, pupils will have to go to schools outside the Division and boarding homes will be required.

The present program appears to have some deficiencies. The drop-out rate among pupils who board is high. In addition to those identified in the discussion on drop-outs, the reasons given were unsatisfactory boarding homes, insufficient staff involved in locating boarding homes, a lack of satisfactory counselling of pupils, and inadequate liaison with parents and schools. For many pupils this is the first time away from home, and the loneliness, new environment and educational problems require that they receive constant guidance and assistance. It appears that the level of support accorded Treaty Indian students, including financial assistance, is superior in many respects, and may be more successful in maintaining enrolment. The lack of sufficient staff necessary to make boarding-out a successful alternative educational opportunity appears to be the most serious problem.

(4) Guidance and Counselling

Other than the services of the Pupil Personnel Supervisor, the Division does not have staff to provide guidance and counselling services. The one individual is expected to supervise special education services, obtain boarding homes, liaise with pupils in schools outside the Division and with the schools, as well as assist teachers in what little individual guidance or career counselling they can accomplish.

The guidance and counselling tasks which confront the Division are monumental, as previous discussions on achievement, attendance, drop-outs and boarding homes suggested. To expect that one individual, teaching staff untrained in individual or career guidance, and a handful of aides can achieve anything other than a token success is unrealistic. A complete re-assessment is required of guidance and counselling services with emphasis on the identification of realistic expectations of these services, the types of services required, the means and staff to achieve the goals, and in-service and assistance to teachers. Simplistic solutions such as hiring more staff may not be the answer, as the re-examination of existing staff responsibilities may be equally effective.

4. Instructional Materials and Equipment

Each school is allocated a per pupil allowance for basic intructional supplies plus allowances for specific programs. The school principal is responsible for submission of requisitions for the required supplies. The assistant superintendent in charge of supplies checks the requisition, makes any changes he deems necessary and directs it to either the Division Warehouse or initiates a purchase order. In the latter case, the purchase order must be approved by the Superintendent and signed by the secretary-treasurer.

An instructional equipment budget is established for all schools, rather than for each school. The size of the budget allocation and the amount available to each school varies from year to year. There have been years where the budget amount for equipment has been reduced or eliminated completely. The principal submits a budget request for instructional equipment, but the administration and Board approve equipment purchases on an individual item basis. Equipment is not supplied through the warehouse.

The general budget allocations for instructional materials and supplies appear to be satisfactory. Authorized textbooks and program resources are readily available although there appears to be little flexibility in the selection and use of alternative textbooks. Sufficient and suitable library resources appear to be in short supply. The general absence of libraries or resource centres may be a factor in this regard. The relative inexperience of teachers and their generally short tenure in schools may also contribute to the lack of initiative in establishing better library resources as well as in the low demand for alternative textual materials.

The efficiency and effectiveness of supply purchase and distribution vary widely. A minority of schools were well supplied, and their principals appeared to have few problems obtaining supplies. In most of these cases, the principals were relatively more experienced or enjoyed good relationships with the central office.

In the majority of schools, basic items, e.g., pencils, were in short supply, and the schools regularly had difficulty maintaining adequate stocks. There were many instances cited where teachers, in desperation, purchased supplies on their own because of delays in ordering and shipping supplies. Were it not for the facilitators efforts many of the schools would be in even more dire straits, as they commonly arrange to make deliveries whenever they plan school visits. It was noted that caretakers and the maintenance department do not appear to have similar problems.

Part of the problem is due to the inattentiveness of some principals to procedures and the timing of ordering materials. There are few restrictions on the number of requisitions a principal may submit or on the timing for ordering. Hence some principals tend to submit orders only when they appear to be out of supplies. Part of the problem is also due to central office inefficiency. Too many senior administrators are directly involved in the processing of orders, and the acquisition and distribution of supplies is not well coordinated. Too many persons with other, pressing, administrative responsibilities are involved.

Many of the supply related problems would be resolved if the Division were to obtain the services of a purchasing agent. The need was identified in a previous study of the Division and is recognized by the administrators. The purchasing agent appears in the organizational chart in the policy manual but the Board has never authorized the position to be filled.

Together with a well established and potentially effective warehouse system and reduction in the number of people involved in supply administration, a purchasing agent should be able to improve the provision and distribution of supplies.

In terms of instructional equipment, the schools in Northland School Division are as well equipped as most schools in the province. Only in the area of playground equipment are there deficiencies. The maintenance and repair of equipment has been a serious problem, but improvements were experienced in the past year. The supply of replacement equipment will continue to be difficult because of the remoteness of many of the schools. The cooperation in the use of equipment was noted between some schools and local community vocational centres.

It was observed that there appeared to be a lack of planning for the acquisition of instructional equipment. Commitments to schools for equipment purchases in a given year were frequently changed. Planning for new or replacement equipment and their purchase appears to be a month to month exercise. It would be an asset to Division budgeting and program implementation if there were long-term planning in this regard.

VI. RESOURCES AND SERVICES SUPPLIED TO NORTHLAND SCHOOL DIVISION BY GOVERNMENT DEPARTMENTS AND AGENCIES

1. Department of Education

Alberta Education provides Northland School Division with regular consultative and advisory services available to other school jurisdictions in the Province. In addition, because of the unique nature of the Division, Alberta Education has provided special assistance. Until 1981, an incremental grant was provided by the Department in recognition of the low assessment base for supplementary requisitions.

The Grande Prairie Regional Office has provided a team to evaluate one of Northland's schools in each of the past three years. The Learning Assistance Centre provides assessments of the learning needs of the students referred to it by Northland School Division.

The Field Services Branch provides Northland Division with assistance in budgeting and business administration. Field Administration Officers periodically assist with the monitor financial operations and conduct annual budget reviews. The Branch also acts in a liaison capacity between the Divisions and other government departments. One of the appointed trustees is a full time employee of Alberta Education, Field Services.

Some schools have hot lunch programs for students operated by local committees under the supervision of Department of Education. Mobile kitchen facilities, usually located adjacent to the school, and often a lunch room have been provided. The programs which operate in the Northland School Division are held in high regard by the communities. The Committee noted two concerns regarding the program:

i) If there are any major changes in the administration of the program, such as placing it under the Division, the program could suffer. The present method of the community electing a committee to manage the program appears to work well.

ii) The physical separation of the facilities from the school building is not always satisfactory. The incorporation of kitchens and lunchrooms in the new schools at Trout Lake and Peerless Lake might well be a model for future schools.

2. Department of Environment

One of the areas of responsibility of Alberta Environment is in pollution control. The Department establishes and enforces standards for water and waste disposal. Engineers from Alberta Environment approve the plans for waste disposal systems which Northland School Division establishes on its school sites. They also inspect the systems periodically to determine that they are functioning properly and are not a hazard to the people of the environment. If there are any problems, the inspector notifies the Division.

In 1973, Alberta Environment initiated a water supply program for isolated Northern Metis communities where there was an inadequate quantity of safe water. Treatment plants were provided to ensure a good safe supply of water. Plants were constructed by the Department at Paddle Prairie, Gift Lake, Little Buffalo, Loon Lake, and Wabasca. The original intention was that upon completion of the plants, they would be turned over to the local municipal authority for operation and maintenance. Since there are no organized municipal authorities in any of the areas, Northland School Division was asked to operate and maintain the plants.

Although Northland is performing a useful service to the community by operating these wells and plants, it has not been a happy situation. The Division has had to use teachers as operators, and to provide maintenance of the wells and plants. Because the Division operates the plants, it is subjected to a great deal of criticism regarding the condition of the water and the performance of the treatment plant. Consideration should be given to the Department of Municipal Affairs assuming responsibility for maintenance of the community wells and treatment plants, as that Department is the municipal authority for the Local Improvement Districts. Principals or teachers should not be expected to assume these responsibilities as part of their duties.

3. Department of Labour

Two branches of Alberta Labour provide services to Northland School Division. Plans for all new schools must be approved by the Fire

Prevention Branch before construction can begin to ensure that the building conforms to the Provincial Fire Code. Fire Inspectors periodically visit all schools in Northland Division and file a copy of the report with the Division. If the inspector recommends changes, he requires confirmation from the Division that the work has been done. Fire Inspectors' reports which are on file with the Division indicate that regular inspections are carried out, and that the Division takes action when requested to do so.

All new schools must also be approved by the Plumbing Inspection Branch. A Plumbing Inspector must also approve plumbing and sanitary waste system changes in older buildings. He checks the plumbing in schools if he is requested to do so or if he suspects there is a problem. There appears to be good co-operation between the resident plumbing inspector in Peace River and the Maintenance department of Northland Division.

4. Department of Advanced Education and Manpower

Some of the institutions under the jurisdiction of Advanced Education and Manpower work with Northland School Division. The Grande Prairie Regional College has developed a special program for native E.C.S. instructors in Northland Division. All Northland Early Childhood Services instructors are required to take the program offered at Alberta Vocational Centre, Grouard, during the summer months. There is general satisfaction with the contribution of the College in meeting the needs of the native Early Childhood Services instructors.

The Division began the program of training native teacher aides but has turned it over to Grant McEwan College. All teacher and library aides are required each summer to take courses at AVC, Grouard, which lead to a Teacher Aide certificate. The program appears to meet the needs of Northland School Division, and the Division support for aide training is substantial.

The Alberta Vocational Centre, Grouard, provides academic upgrading, vocational and technical training and general interest courses to the people in the area. Although it does not provide direct service to Northland Division, it draws students from several of the communities serviced by the Division. The facilities are used by the Division for its annual orientation program.

Local Community Vocational Centres may provide services such as academic upgrading and vocational skill development. The responsibility for initiating a centre and its program rests with the local community. If a community desires this type of service, it must establish an advisory committee to operate and manage the Community Vocational Centre under the supervision of Advanced Education personnel. The Community Vocational Centres do not provide direct service to the Northland Division although they operate in the same communities as the school and often provide programs for local school drop-outs. In some cases, the CVC instructors work closely with the school staff. The Committee is of the opinion that there could be advantages to co-ordination and co-operation wherever such centres exist. There may be opportunities to share facilities, resources, and perhaps staff.

5. Department of Government Services

Government Services is responsible for the maintenance and repair of the school buildings in two communities where Northland operates schools, Grouard and Janvier. In Grouard, the school building is owned by the Provincial Government and rented by the Division. The school in Janvier is owned by the Division and by agreement Government Services maintains and repairs the school. The standard of maintenance and repair at Grouard and Janvier is satisfactory.

6. Department of Municipal Affairs

The geographical area in which Northland School Division provides school services is not incorporated for municipal purposes and is divided into Local Improvement Districts under the control of Municipal Affairs. Each of the Improvement Districts is divided into electoral areas for the purpose of electing local residents to advisory committees to Municipal Affairs.

The major functions performed by Municipal Affairs that are important to Northland School Division involve roads, power, planning and taxation. There are a few large hamlets in which the water distribution and sewage disposal functions are being carried out by Municipal Affairs, but in the majority of the settlements, Northland must provide for these services itself. Although Municipal Affairs is providing adequate services to the areas served by Northland, joint sharing of annual and long-range plans would assist both parties.

7. Health Units

The communities and schools in the Northland School Division located on lands under provincial control receive health services from the Health Units. Northland Division has schools in seven Health Units, High Level, Fort Vermilion, Peace River, Athabasca, Fort McMurray, Grande Prairie and North-Eastern Alberta. Those schools and communities which are on Indian Reserve lands are served by Federal Government Medical personnel. There is good co-operation between the Health Units and Federal personnel, with reciprocal arrangements to provide service to treaty and non-treaty individuals regardless of their location.

The Health Units, administered by a Local Board of Health, each offers the same basic health services, although one Health Unit provides medicine and ointments free to its clientele. This has been a local board decision and is considered to be above the basic standard provided by all Health Units.

Three types of health services directly affect the Northland Division schools. Each Health Unit has a regular preventative health program for students and staff which includes immunization, routine health checks, and periodic visits by doctors and dentists. Emergency Treatment is provided if necessary and the Air ambulance is available for serious emergencies. Facilities for Health Unit personnel are usually provided in a trailer which is commonly located at or near the school. In one or two cases, the school facilities are used.

Each Health Unit employs qualified sanitary inspectors who are responsible for checking public places, including schools, to ensure that conditions hazardous to health do not exist. The sanitary inspectors check the water supply in the communities on a regular basis. If the lab reports are unsatisfactory, the inspectors direct the action to be taken to avoid potential ill-effects due to water conditions. Through their regular routine visits to the communities, the sanitary inspectors are knowledgeable about potential health hazards in particular communities, and carefully monitor the situation.

Health Unit personnel are very co-operative in supplying health education materials to the schools. Many of the nurses assist in the organization and presentation of special health education programs. The Health Units are always on the alert for the existence of communicable diseases. They stress immunization and reach the children through the schools. All students and staff are checked periodically for tuberculosis and if any active or infectious cases are discovered, he or she is removed from the school. There appears to be general satisfaction with the health services provided to Northland Division schools.

8. Federal Department of Indian and Northern Affairs

The Federal Department of Indian and Northern Affairs has the responsibility for education of treaty Indians. In this capacity, the Department has agreements with Northland School Division which provide for Northland School Division to operate and maintain schools at Fox Lake, Jean D'Or Prairie, and Garden River, the first two located on Indian reserve lands and the latter in Wood Buffalo National Park. These three schools serve the Little Red River Band. The agreements also provide for capital grants to Northland School Division for the construction of schools built by the Division at which treaty Indians will be attending, and for Operational grants for the cost of educating treaty Indians who are in attendance at Northland Division schools. Co-operation between Northland School Division and personnel of the Department of Indian and Northern Affairs appears to be satisfactory.

9. Education North - A Human Resource Development Process

Education North was officially launched in August 1978 as a provincial inter-departmental program. The purpose of the project as stated below is taken from the First Annual Evaluation Report of the project in October 1980:

"General Purposes

The overall objective of the Education North project is to effect an improvement of the educational service in Northern communities through increased participation of the local community and its residents in various processes of education delivery.

Specific Purposes

The above statement of purpose clearly implies that a great deal of emphasis must be placed on the process of getting local people involved in a meaningful way to ensure the development of the necessary skills, so people can participate. Within this framework and the provisions of the School Act, the Education North project expects to attain its overall objective by striving to achieve the following specific goals:

1. The development of increased parental support and community commitment to schooling by direct, active involvement in the local school's operations.
2. The re-designing of aspects of curricula content if required, subject to prior approval of Alberta Education.
3. The identification, collection, development, production and dissemination of localized educational materials.
4. The development of an improved program of orientation of teachers to northern people with the view to improving teacher retention, community relations skills and classroom performance.
5. The implementation of a program to encourage long term participation by adults in community education activities."

Education North, which is jointly funded by the Provincial Government through Alberta Education, and the Federal Government through DREE, is supervised and guided by the Project North Minister's Advisory Committee. This committee, which reports to the Minister of Education, is composed of four representatives one from each of the departments of Education, Advanced Education and Manpower, the Native Secretariat, and Northern Alberta Development Council, and six representatives of Northern Community groups. A Project director and staff co-ordinate all projects carried out under Education North. The staff assist communities to develop their own community-school projects. When these were approved, the communities established a society under the Societies Act, to carry out the programs they have developed.

Education North approved a major project and three small projects in communities located in Northland School Division. A major project involves the three schools at Jean D'Or Prairie, Fox Lake, and Garden Creek. The residents in these three communites are members of the Little Red River Indian Band. The major program of this society is to utilize community people to develop resource booklets and materials which can be used by the native children in the elementary grades in their schools. This project appears to have functioned very well.

Small projects were initiated in three centres. At Fort Chipewyan the society planned a program to utilize community resources, including senior citizens, teachers, and community leaders, to develop curriculum materials and instructional programs. They have begun developing the history of the district and of the schools. This project is moving slowly but the members of the executive of the local society feel the project will succeed.

In Wabasca - Desmarais the local society has had some difficulty in creating interest and carrying out activities. They had set five areas in which to involve parents and community: community use of school facilities; job and career counselling; activity chaperones; community involvement in cultural activities; the development of a community resource inventory. The project has since been disbanded.

The project at Atikameg was the last of the projects to be established by Education North. It has had a great deal of difficulty getting started. The program adopted by the Society is focused on organized after-school recreational activities for students.

The first annual evaluation report, prepared by Drs. E.J. Ingram and R.G. McIntosh of the University of Alberta in October, 1980, identified emerging issues in the Project which are being studied by the Minister's Advisory Committee. The Northland Divisional personnel have supported the local projects and have helped make them work. The most serious problem in this regard is the turnover of principals and teachers who may be closely involved in the projects. The most successful project in Northland School Division appears to be the Little Red River Project. The process being used by Education North is considered to be of value by the school staffs involved.

10. Northern Alberta Development Council

The Northern Alberta Development Council, which is established by legislation, has broad responsibilities for the promotion of social and economic development in Northern Alberta and advises the Provincial Government on policies appropriate to the area. Northland School Division falls within the georgraphical jurisdiction of the Council. The Chairman of the Council is a Member of the Legislative Assembly; the other members are broadly representative of the geographical areas and interest groups in northern Alberta, both native and non-native. The office and staff of the Council are located in Peace River.

The Council is concerned and involved with the educational problems of the area. The Council has developed a goal statement that reflects more specifically its programs in the areas of elementary and secondary education:

> To reinforce the need for curriculum appropriate to northern living, to strengthen local school antonomy and to encourage additional funding and more varied resources were applicable.*

The Council has received numerous briefs, submissions, and complaints regarding educational problems in northern Alberta. Although the Council has no authority for action with respect to the concerns, they are drawn to the attention of the appropriate school jurisdiction in an attempt to resolve the problem. This has been the Council's primary contact with the Division. It is certainly insufficient in view of the many programs and research efforts of the Council that are intertwined with education.

Northland School Division, as well as other government departments and agencies, should have stronger ties with the Council. There are a number of reasons why closer association could be valuable. The Council, with its mandate to advise the Government on the spectrum of policies affecting northern development, would be more effective in this role if it is fully aware of plans and programs of agencies involved in the north. In turn, government departments and agencies would be more effective and their programs would be more broadly influential and successful if they were to access the knowledge of the Council. It is the Committee's opinion that the Northern Development Council may be in a superior position to coordinate the sharing of information and foster improved over-all effectiveness in northern development. Its services should be more effectively used by the Division.

11. Other Agencies

In addition to the foregoing, three other agencies are involved in northern developments that affect Northland School Division.

The Department of Native Affairs, through the Native Secretariat, has as its primary responsibility the coordination of services and programs for native peoples throughout Alberta. Its primary activities are policy and liaison, with some provision for direct financing of programs. Priority is given to road networks serving native areas, job-readiness and life skills training, senior citizens, and housing. The Secretariat has had little contact with Northland School Division other than on a crisis basis, despite the Secretariat's broad knowledge of policy and its implications.

The Northern Communities Advisory Committee, chaired by the executive director of Northern Alberta Development Council, advises

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* Northern Development: Goals for Programs - NADC

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Executive Council with respect to northern affairs. Represented on the committees are the NADC, and the Department of Municipal Affairs, Advanced Education and Manpower and Alberta Education. There is no indication of direct liaison between this committee and the Division.

The Advisory Committee on Native Peoples Education advises the Ministers of Education and Advanced Education and Manpower with respect to native education programs in Alberta. This committee appears to be particularly knowledgeable about the problems affecting the education of pupils in the Division, although there does not appear to have been liaison with the Division.

VII. SPECIAL PROBLEMS

1. Anzac

Anzac is a community located on the shores of Gregoire Lake, approximately 60 kilometers south of Fort McMurray. It is classified as a hamlet and land tenure has recently been introduced so that the residents can now obtain titles to the land they formerly leased. Most of the residents are of Metis ancestry.

The community had a school which was closed in 1976. All the children are now transported to Fort McMurray and attend either the public or separate schools. During the school term 1980-81, 70 students were bussed daily by means of a public carrier under contract to Northland School Division.

The Investigation Committee was requested to attend a meeting in Anzac, at which the Community Council made an oral presentation supported by documents. They indicated that the parents and community had two general concerns regarding the school services:

(1) The present bus service involving a 120 kilometer round trip for the children is not considered satisfactory, especially for the young children some of whom must leave home between 7:00 and 7:30 a.m. and return after 5:00 p.m. It was pointed out that the children could not participate in the afterschool program because the bus could not wait for them and 60 kilometers was too great a distance for the parents to drive to pick them up. The rigorous climate makes transportation services difficult and dangerous. Many at the meeting expressed concern because one of the receiving districts, which it is recognized has a first obligation to accommodating its own pupils, has been forced to move Anzac students to different schools.

(2) The parents and the community feel that they have had no success in communicating their concerns to Northland School Division. Documentary evidence indicates that they have requested, without success, a school to house the E.C.S. to

Grade 3. There is a strong feeling that the community is being ignored, and is not consulted or informed about any matter in education.

The Investigation Committee concluded that Anzac may very well have a case for a school in the community offering at least E.C.S. to Grade 3, and that the Division should immediately examine the situation including the effects of bussing the children. It appears, also, that the communication between the Division Board of Trustees and the Community needs to be improved.

2. Fort Chipewyan

At the present time two school authorities offer educational services in Fort Chipewyan. Northland School Division operates a school offering Grades one to three, while the Department of Indian and Northern Affairs operates Bishop Piche School for Grades four to twelve. Each jurisdiction has reciprocal tuition and capital agreements with the other. However, both school authorities serve the same community of treaty, non-treaty and white pupils.

The Committee is aware of the events in the past which resulted in Bishop Piche withdrawing from Northland School Division, and the steps which have been taken since 1976 to bring about the present situation. During the summer of 1981, Bishop Piche School was destroyed by fire and the students are being housed in temporary buildings.

The Committee is of the opinion that this is the appropriate time for Northland School Division, the Department of Indian and North Affairs, the Indian Bands, and the other community groups and residents to explore the possibility of placing the two schools in Fort Chipewyan under one jurisdiction. Common policies, practices and objectives for both schools are important if there is to be consistency in educational standards, services, and opportunities. Local involvement in setting educational objectives and initiatives for local responsibility for education would be enhanced if there were one school authority to focus these efforts. More resources would be available for educational programs, special services, and curriculum development and adaptation. Northland School Division should take the intiative immediately in a joint examination of this possibility by all the groups concerned.

3. Garden River

The Garden River community, a settlement of approximately 200 Treaty Indians of the Little Red River Band, is located just inside Wood Buffalo National Park.

Northland School Division operates a school in the community for the Department of Indian and Northern Affairs. The school facilities, consisting of three portables, are unsatisfactory and the Committee has recommended that it be replaced by a suitable permanent structure containing the needed auxiliary space.

Indications are that the Federal Parks Department, which has control of the settlement, are opposed to a permanent school in the community. It is the Committee's understanding that this department has been attempting to move the Indian settlement out of the Park but the Indians who have been in the area before the park existed, are resisting the move. It is obvious that if there is no resolution to the problem and there is no permission granted to provide a good quality school, the children in the area will suffer.

The Committee met with the residents of Garden River and are in agreement with them that something should be done about the school as soon as possible. However, it appears that the question of obtaining permission for a permanent building is tied up in "red tape".

The Investigation Committee has concluded that resolution of this problem requires agreement between the Federal and Provincial Governments to provide a high standard of educational services to this community.

SECTION FOUR

FUTURE DIRECTIONS

The findings and conclusions of this Investigation indicate that the Northland School Division is not satisfactorily meeting the needs of the majority of the students enrolled in its schools, nor the educational expectations of parents and other residents. If the Division is to realize its potential and be a vital force in the lives of the people in the area, there must be changes.

The Committee recognizes that changes take time, but there must be a beginning. There is a sense of urgency for the needed changes because the students are passing through the schools now.

With this in mind, the Committee presents recommendations, based on its findings and conclusions, which, if adopted, should enable the Division to offer better and more relevant educational opportunities for its students.

The number of recommendations has been kept to a minimum. The Committee has emphasized recommendations that address the most important issues within the areas of concern. Other issues have been identified within context of the findings and conclusions, with suggestions as to how they might be handled. Following each recommendation, attention is drawn to the areas to which consideration must be given to achieve the intent of the recommendation. Although some of the recommendations should take precedence in the timing of their implementation, all are considered equal in importance and attainable.

I. RECOMMENDATIONS

1. IT IS RECOMMENDED THAT THE PRESENT METHOD OF APPOINTING TRUSTEES TO THE BOARD BE DISCONTINUED AND REPLACED WITH THE ELECTION OF A BOARD CONSISTING OF:

    A) FIVE TRUSTEES, ONE FROM EACH OF FIVE SUBDIVISION, ELECTED BY RESIDENTS WHO ARE NOT MEMBERS OF INDIAN BANDS WITHIN THE DIVISION.

    B) FOUR TRUSTEES WHO ARE MEMBERS OF INDIAN BANDS WHOSE CHILDREN ATTEND NORTHLAND SCHOOL DIVISION SCHOOLS UNDER TUITION AGREEMENTS, ONE FROM EACH DESIGNATED INDIVIDUAL BAND OR GROUP OF BANDS.

    Procedures for the selection of the chairman and vice-chairman will be in accordance with the provisions of The School Act.

The total area under jurisdiction of the Division should be divided into five legal subdivisions. Based on geographical and enrolment factors (Appendix J) it is suggested that there be one Indian Band trustee from each of:

i) The Little Red River Band
ii) The Bigstone Band
iii) The Whitefish Lake, Lubicon Lake and Grouard Bands
iv) The Janvier, Fort MacKay, Chipewyan and Cree Bands

The individual Band or groups of Bands should establish their own procedures for the selection of their trustee. It is understood that Band members would participate only in the election of Band trustees. This ensures that the rights of Indian Band members are protected.

2. IT IS RECOMMENDED THAT THE BOARD ESTABLISH A SCHOOL COMMITTEE IN EACH COMMUNITY WITH AN OPERATING SCHOOL AND GRANT EACH COMMITTEE CERTAIN POWERS AND RESPONSIBILITIES.

The Board should establish policies and procedures to enable each community with an operating school to establish a school committee. Provision should be made for communities to indicate their willingness to establish a committee, and for negotiation of the extent of the delegation of responsibilities.

It is anticipated that the policies will provide for the delegation of mutually agreed upon duties and responsibilities including:

i) Consultation on the appointment of the local school principal.
ii) Input with respect to local programs and curricula.
iii) Organization of the community use of school facilities.
iv) Responsibility for certain funds, allocated according to the Division budget, in areas such as field trips, grounds maintenance and upgrading, and special projects.

It is expected that within the staff of the Division specific responsibility would be assigned to help school committees develop and function.

To ensure good communication between trustees and school committees consideration should be given to the establishment of procedures for regular contact, for example, the attendance of local trustees at school committee meetings, or an annual meeting of trustees and school representatives. It is important that school committee members be made to feel that they are making a significant contribution to the success of the Division's goals and objectives.

3. IT IS RECOMMENDED THAT THE DIVISION DEVELOP AND ADOPT A STATEMENT OF PHILOSOPHY FOR THE SYSTEM WITH GOALS AND OBJECTIVES THAT REFLECT THE NEEDS AND VIEWS OF THE PEOPLE WHO RESIDE IN THE DIVISION.

The statement of philosophy, goals and objectives must incorporate the Goals of Basic Education for Alberta and reflect the unique nature of the Division and the people it serves. The development of the statement should involve people from the communities as well as groups who have a vested interest in the education of Northland's pupils. The completed statement must be widely circulated throughout the Division.

4. IT IS RECOMMENDED THAT THE SUPERINTENDENT OF SCHOOLS BE DESIGNATED AS CHIEF EXECUTIVE OFFICER OF THE BOARD AND THE RESPECTIVE ROLES AND RESPONSIBILITIES OF THE CHIEF AND OTHER EXECUTIVE OFFICERS AND ADMINISTRATORS BE CLEARLY DEFINED.

It should be clearly understood that it is the Superintendent of Schools as Chief Executive Officer who is responsible to the Board of Trustees for the over-all operation of the Division.

It should also be understood that he is responsible for implementation of Board policies and decisions. In the discharge of his duties, it is expected that he will establish an efficient administrative organization and clearly define the roles and responsibilities of his administrative staff.

The organization and the roles of administrators should recognize the delegation of responsibility and decentralized decision-making.

5. IT IS RECOMMENDED THAT EXISTING SCHOOLS BE REPLACED WITH MODERN, PERMANENT STRUCTURES AT BIG PRAIRIE (BISHIP ROUTHIER SCHOOL), CADOTTE LAKE, CHIPEWYAN LAKES, CONKLIN, GARDEN RIVER, LITTLE BUFFALO AND LOON LAKE.

The instructional facilities at these centres are not considered satisfactory. They do not have adequate instructional and auxiliary spaces and they are in a state requiring constant repair and maintenance. Although the Division may have requirements to upgrade other schools, priority must be given to the replacement of schools at these centres within three years. It is expected that schools will contain facilities that will encourage community use, such as, gymnasiums, showers, lunchrooms and health services.

6. IT IS RECOMMENDED THAT THE DIVISION IMPROVE THE QUALITY OF TEACHERS' RESIDENCES AND RESIDENCE SITES.

More emphasis should be placed, where feasible, on the provision of permanent dwellings. Regardless of the permanence of construction, the sites should be attractively landscaped, homes should be individually fenced, storage facilities and garages should be provided, and all-weather access roads and driveways constructed. Where mobile homes must be used they should be constructed to withstand the rigors of the climate.

7. IT IS RECOMMENDED THAT THE DIVISION ESTABLISH A LONG-RANGE PREVENTATIVE MAINTENANCE PLAN FOR SCHOOLS, RESIDENCES, AND SITES.

In the preparation of the maintenance program and budget, priority should be given to preventative maintenance as a means for reducing the over-all cost of repairs. Emphasis should be on planned replacement or upgrading of equipment, interior and exterior redecoration at specified intervals, complete detailed records of maintenance and repair, long-range budget allocation and planning for preventative maintenance, and long-term plans for site improvements.

8. IT IS RECOMMENDED THAT THE DIVISION ADOPT IMPROVED POLICIES AND PRACTICES WHICH WILL DO MORE TO ATTRACT AND RETAIN PERSONNEL.

To attract and retain qualified, competent personnel who will commit themselves for longer periods of time to the education of Northland's pupils, the Division needs to pay particular attention to four areas:

1. Improved incentives for employment are necessary in the areas of financial benefits, accommodations and working conditions. The last category includes things such as preparation time, school-community relationships, professional development and creation of an image and atmosphere that make Northland School Division a desirable place in which to live and work.

2. The recruitment program should place greater stress on the opportunities to serve pupils with real educational needs, the recreational potential of the areas, financial incentives, school and community information, and a positive image of the division.

3. The orientation and preparation of professional and administrative staff need to be more comprehensive and thorough. Greater attention must be given to information on communities, to the culture, values and needs of the people, and the goals, objectives, programs and operational practices of Northland School Division. The program should be more than an initial introductory session, and should include follow-up and opportunities for inservice in areas of programs and native culture.

4. It is essential that the role and responsibilities of the principal be clearly defined. The statement should establish that the principal is the key element in education at the local level and that he is an important part of the administration of the Division.

9. IT IS RECOMMEDED THAT THE DIVISION DEVELOP A STATEMENT OF THE PHILOSOPHY OF THE CURRICULUM THAT PROVIDES DIRECTION FOR THE ADAPTATION OF CURRICULA TO MEET LOCAL NEEDS, AND FOR LANGUAGE DEVELOPMENT IN NATIVE LANGUAGES AND ENGLISH AS A SECOND LANGUAGE.

A philosophy of curriculum has many components, all of which should be addressed. For Northland School Division, the two most pressing components are curriculum adaptations that meet the unique needs of pupils, and language development. The former requires that the Division emphasize clearly its goals to provide curricula that can develop pupils' self-image, and teach native culture, and life-skills. The latter must recognize the importance of language development in English, and fostering the development in competency in native languages.

To ensure that the philosophy reflects local needs, representatives of the communities should be involved in the development of the philosophy.

10. IT IS RECOMMENDED THAT NORTHLAND SCHOOL DIVISION, WITH THE APPROVAL AND SUPPORT OF ALBERTA EDUCATION, ADOPT A PLAN FOR THE ADAPTATION AND IMPLEMENTATION OF CURRICULA TO MEET THE UNIQUE NEEDS OF THE PUPILS.

Curriculum adaptation must emphasize relevancy in terms of the development of self-image, native language and culture, life-skills, and the practical and fine arts. Greater emphasis is required on the development of basic skills. The Division does not have sufficient resources to accomplish these tasks. Alberta Education is in the best position to assist the Division because of its access to professional and financial resources. Local resources, such as used in developments under Project North, should also be part of the development process.

11. IT IS RECOMMENDED THAT THE DIVISION ADOPT A LONG-RANGE PLAN TO IMPROVE THE STANDARDS OF PUPIL ACHIEVEMENT.

The improvement in the standards of pupil achievement is the priority problem for the Division. The Board must recognize that there is a problem and that improvements are possible despite its complexity. Consideration should be given to:

a) Recognition of the implications of the present progressive deterioration in standards;

b) Identification of the factors which contribute to the problem - educational, sociological, and economic.

c) Identification of those factors where the schools can effect change.

d) Adoption of strategies that will influence those factors within the control of the educational system.

There is no suggestion that there are simplistic solutions to the problem, or that the schools alone can make immediate changes. However, the Division must accept the attitude that change can occur and that it has the responsibility to provide leadership in improving the standards of pupil achievement.

12. IT IS RECOMMENDED THAT THE DIVISION DEVELOP CLEAR, COMPREHENSIVE POLICIES FOR THE EVALUATION OF PUPIL PROGRESS.

Emphasis should be on:

a) Statements of the purpose and rationale for pupil evaluation,

b) Guidelines for teachers for evaluation practices and reporting,

c) Culture-controlled testing,

d) Guidelines for program evaluation.

13. IT IS RECOMMENDED THAT THE DIVISION, ASSISTED BY COMMUNITIES AND GOVERNMENT AGENCIES, UNDERTAKE A COOPERATIVE ASSESSMENT OF THE BASIC ISSUES INVOLVED IN POOR ATTENDANCE, DROP-OUTS, AND THE PROBLEMS ASSOCIATED WITH THE BOARDING HOME PROGRAM, AND IDENTIFY STRATEGIES TO ENCOURAGE CONTINUED BASIC EDUCATION BY NORTHLAND'S PUPILS.

Attendance and drop-outs are complex problems, many aspects of which are beyond the capacity of the Division to solve. However, the Division should accept responsibility for leadership in bringing agencies together to address the problems. The assessment should examine all factors which contribute to the problems. However, the Committee considers it important that the following be carefully examined:

a) Under-achievement;

b) Parent and pupil attitudes towards schools and education;

c) Teacher turn-over;

d) Relevancy of the curriculum;

e) Lack of economic development and job opportunities, and the welfare orientation of communities;

f) Inadequate guidance and counselling services for secondary school pupils and students in the boarding home program;

g) Poor school-community relationships.

14. IT IS RECOMMENDED THAT MORE EFFICIENT AND EFFECTIVE PROCEDURES FOR THE PLANNING, ACQUISITION AND DISTRIBUTION OF INSTRUCTIONAL SUPPLIES, MATERIALS AND EQUIPMENT BE IMPLEMENTED BY THE DIVISION.

The following areas require specific attention:

a) More emphasis is required on the importance of the principal in ensuring that sufficient supplies are available in the school. This includes principals being attentive to the supply needs well in advance and requisitioning them, and to the appropriate timing of orders.

b) The Division should employ a purchasing agent. With the appropriate policies and procedures, the business administration department and a purchasing agent should be able to operate supply acquisition and distribution more effectively and economically. The economics could offset a substantial part of the cost of a purchasing agent. It would free administration from duties that interfere with their management responsibilities.

c) The planning and budgeting for the acquisition and replacement of instructional equipment should be based on three to five year periods. Emphasis should be on longer-term program goals, the realistic needs of schools, and equitable distribution of the budget. Long-term planning will help to reduce fluctuations and control equipment budgets.

15. IT IS RECOMMENDED THAT NORTHLAND SCHOOL DIVISION DEVELOP MORE EFFECTIVE COMMUNICATION WITH THE NORTHERN ALBERTA DEVELOPMENT COUNCIL.

The Division should consider it a responsibility to:

a) Communicate to the NADC its plans for school facilities and programs for communities;

b) Use the resources and services of the Northern Development Branch of the NADC to aid in determining:

   i) the impact of the Division's plans on other agencies and departments,
   ii) the developments of other agencies that will affect Northland's plans, and
   iii) the needs and concerns of people in northern communities.

16. IT IS RECOMMENDED THAT THE DEPARTMENT OF MUNICIPAL AFFAIRS GIVE GREATER PRIORITY TO THE OPERATION OF LOCAL MUNICIPAL SERVICES.

The Department of Municipal Affairs should assume responsibility for the operation and maintenance of community water wells and systems. The Division should not be expected to perform this function, neither for themselves nor for the communities.

The Division will have to continue to provide sewage facilities for its schools and residences until such time as community services are available. However, the Division should not be expected to provide services to other buildings in the community. Where such demand occurs, Municipal Affairs should assume responsibility for water and sewage services for the schools and the rest of the community.

II. IMPLEMENTATION

The Committee has concluded that people are dissatisfied with the quality of education provided for their children by Northland School Division. They are somewhat aware that a number of studies have been made of the educational needs of northern children and the services provided by the Division. However, they have little information as to the findings and recommendations of those studies, and perceive that few if any changes have occurred as a result of them. They see the same problems today as existed over a decade ago in the areas of responsible involvement in education, standards of pupil achievement, drop-outs, relevancy of the curriculum, and teacher turn-over. There is real danger that alienation from the schools and education will continue to grow and that the future of the children will be further jeopardized unless visible, significant changes are made.

If the changes recommended by the Committee are to improve significantly the confidence of the people in the ability of the educational system to serve their needs, then the manner and timing by which changes are implemented are critical. The process of implementation must be visible to the public and begin as soon as possible. Although changes of the magnitude suggested may take time to complete, there must be tangible evidence that change has begun. The Committee believes that the present system of governance is not able to implement the changes visualized in this report. Therefore, an alternate provision must be made for governance of the Division until a new board is elected, and to begin the implementation of the recommendations.

After due consideration of various alternatives, the Committee makes the following recommendations for implementation of the recommendations:

1. THE RESIDENTS IN NORTHLAND SCHOOL DIVISION AND STAKEHOLDER GROUPS SHOULD BE FULLY INFORMED OF THE RESULTS OF THE INVESTIGATION AND OF THE CHANGES PLANNED.

   The Department of Education should be directly responsible for the dissemination of this information. The Division should not be expected to assume this function.

2. AN ELECTED BOARD OF TRUSTEES SHOULD BE INSTALLED, PURSUANT TO THE GUIDELINES PROPOSED IN THE RECOMMENDATIONS, NO LATER THAN OCTOBER, 1983, WHICH WOULD BE CONSISTENT WITH SCHOOL BOARD ELECTIONS THROUGHOUT THE PROVINCE.

3. AN OFFICIAL TRUSTEE SHOULD BE APPOINTED TO REPLACE THE BOARD.

The terms of office of the present appointed trustees expire between November, 1981 and June, 1982, inclusive. Reappointment of the present members is unacceptable because the public does not have confidence that the Board will make changes. The Committee believes that an official trustee would be the most visible and effective response to the demands for change and to provide for implementation of the recommendations. The official trustee should be appointed effective April 1, 1982, to coincide with the completion of the chairman's term of office.

This change would provide the time to conclude the necessary negotiations with Indian Bands, possible changes in legislation, and the establishment of local committees. The Official Trustee would be expected to implement the recommendations in this report with emphasis on major initiatives for the improvement of achievement standards, curriculum adaptation, improvement of attendance and drop-outs, and provision of facilities. The Department of Education should assist in the implementation of these initiatives.

APPENDICES

APPENDIX A

GOVERNMENT OF ALBERTA

DEPARTMENT OF EDUCATION

MINISTERIAL ORDER

I, David King, Minister of Education, pursuant to sections 9 and 10 of The Department of Education Act, make the order in the attached Appendix, being the Northland School Division Investigation Order, 1980.

Dated at Edmonton, Alberta, this 27th day of November, 1980.

David King

DAVID KING
Minister of Education

APPENDIX

The Department of Education Act
Northland School Division Investigation Order, 1980

1. Dr. Harold A. MacNeil (Chairman), of Edmonton
Mr. Halvar Jonson, of Ponoka
Mrs. Evelyn Norberg, of Slave Lake

are appointed to enquire into and report upon

(a) the condition of the schools in the Northland School Division No. 61, and

(b) the following school matters, namely:

  (i) the provision, management and maintenance of school buildings and school sites of the Division; and,
  (ii) the nature and effectiveness of services supplied to the Division by governmental agencies as they relate to the provision of school services;

(c) such other matters, including instruction, as may be affected by the provision, management, and maintenance of school facilities.

2.1. Dr. Harold A. MacNeil

is appointed to examine and inspect

(a) the administrative condition of the Northland School Division No. 61,

(b) the following other matters connected with the management, administration or operation of the Division, namely, the administrative structure and services of the Division, and the educational effectiveness thereof.

2.2 The person appointed in 2.1 (pursuant to the provisions of section 10(1) of the Department of Education Act) has all the powers, privileges and immunities of a commissioner appointed under The Public Inquiries Act.

REPORT TO

THE MINISTER OF EDUCATION

HON. DAVID KING

BY

THE NORTHLAND INVESTIGATION COMMITTEE, 1980

RESPECTING

HEALTH AND SAFETY CONDITIONS

AT

CADOTTE LAKE AND LOON LAKE SCHOOLS

December 22, 1980

APPENDIX B

THE INQUIRY COMMITTEE

1. Establishment of the Committee

On November 27, 1980, the committee, consisting of Dr. Harold MacNeil, Mr. Havar Jonson, and Mrs. Evelyn Norberg, was appointed by Ministerial Order to inquire into and report upon:

a) the conditions of the schools in the Northland School Division No. 61, and

b.) the following school matters, namely:

  i) the provision, management and maintenance of school buildings and school sites of the Division; and

  ii) the nature and effectiveness of services supplied to the Division by governmental agencies as they relate to the provision of school services, and

c) such other matters, including instruction, as may be affected by the provision, management, and maintenance of school facilities.

Mr. Brian Fennell of the Field Services Branch of Alberta Education was appointed secretary to the Committee.

2. The Approach to the Task

Because of the concerns expressed by the Minister of Education regarding possible health and safety hazards at Cadotte Lake and Loon Lake Schools, and his expressed desire to have an interim report on these matters, if possible, prior to December 20, 1980, the Committee established two phases to the inquiry:

Phase One - an examination of those conditions that directly affect the health and safety of pupils enrolled in Cadotte Lake and Loon Lake schools; a report on these matters to be submitted to the Minister of Education as close as possible to December 20, 1980.

Phase Two - the study and examination of the entire operation of the Northland School Division, with emphasis on the health and safety of pupils, instruction and administration, and, in general, the long term operation of the school division.

The design and timelines for the second phase of the inquiry will be finalized during January, 1981.

It is anticipated that the final report will be submitted to the Minister in the fall of 1981.

PROCEDURES AND ACTIVITIES - PHASE ONE

To complete Phase One of the inquiry, the Committee proceeded with data collection.

1. On-site visits to:

   a) the school buildings and sites at Cadotte Lake and Loon Lake;
   b) the Northland School Division Central Office.

2. Interviews and meetings with:

   a) the principal and staff of both Cadotte Lake and Loon Lake schools;
   b) The Parent's Committee of Cadotte Lake School;
   c) the caretaker of Cadotte Lake School;
   d) the Supervisor of Maintenance for the Northland School Division No. 61;
   e) Public Health Inspector, Associate Director, and Chief Inspector of the Peace River Health Unit No. 21;
   f) Provincial Government inspectors responsible for inspections at these two schools - Plumbing Inspector, Fire Inspector, Provincial Environment Engineer;
   g) the Board of Trustees of Northland School Division No. 61.

3. Obtaining Written Reports and Documents

   Correspondence, reports and other pertinent written materials were obtained.

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CONCLUSIONS AND RECOMMENDATIONS

This phase of the inquiry focused exclusively on an examination of the present health and safety of the pupils of Cadotte Lake and Loon Lake schools and conditions in those schools that could affect the pupils' health and safety. No attempt was made at this time to report on the management, responsibilities, and procedures of Northland School Division.

Immediate Health and Safety Conditions

Insofar as the information at this time indicates there are no conditions in Cadotte Lake School or Loon Lake School that pose an immediate threat to the health or safety of the pupils enrolled in those schools.

Nor is there any evidence to indicate that the pupils are experiencing health problems, e.g., tuberculosis, or safety hazards that may be ascribed to the conditions in these schools. The Peace River Health Unit reports that there was only one reported case of tuberculosis among school-age children in the Peace River Health Unit in the last five years, a 14 year-old in Loon Lake whose diagnosis was Primary Tuberculosis quiescent, indicating that at some time in the past he had Primary Tuberculosis. The children in Cadotte Lake do not appear to have more problems related to health than in other communities.

Both schools are serviced by water supply systems which, based on regular reports of tests conducted by the Peace River Health Unit inspectors, provide water that is adequate and does not present a danger to health.

Both schools have sewage systems designed to discharge liquid effluent into sewage lagoons remote from the school grounds. No problems were evident with respect to the operation of the Loon Lake sewage system.

There were three reported instances of effluent overflow at Cadotte Lake School prior to October 1, 1980. On that date, the Regional Environmental Engineer discovered effluent overflow from the septic tank apparently due to an electric outlet disconnection. The overflow ceased when the pump was reconnected. The affected area was disinfected with chlorine (approximately the strength of commercial Javex) to eliminate contamination. The Northland School Division had the electrical connection modified to reduce the possibility of further accidental disconnection.

At the time of the committee's visit there was no other evidence of surface discharge or overflow of sewage in the area around the school or leading to the sewage lagoon.

It is the policy of Northland School Division to provide outdoor toilets for emergency use in the event the indoor plumbing fails. Loon Lake School had outdoor toilets in operating condition. They have been required, on one occasion in 1979-80, for emergency use.

At Cadotte Lake School, the outdoor toilets have not been required for emergency use. However, they have not been in a useable condition for some time. They report of the Health Unit indicated that the units were in a filthy condition and full of excrement, to the point where they were not useable. The Northland School Division is now replacing the outdoor toilets with useable units.

Both schools are inspected regularly by the Provincial Fire Inspector whose reports are filed with the School Division. Both schools are equipped with chemical and hand-pumped (water) fire extinguishers that are considered adequate by the fire inspector.

Potential Health and Safety Hazards

There are conditions which may have the potential to create health and safety problems for the pupils, but do not pose immediate or direct hazards. Nevertheless, these conditions should be remedied if their potential to cause problems is to be reduced.

a) At Loon Lake:
   i) The exit light signs are inoperable and should be serviced;
   ii) Several poorly-fitting windows that create drafts and accumulations of ice on the inside should be repaired;

iii) a hydrant wrench and fire-hose should be provided for the hydrant near the school. Under the present circumstances it cannot be used to fight fires.

b) At Cadotte Lake School:

i) Based on the reports of the Provincial Plumbing Inspection Branch, and the Municipal Engineering Branch of the Department of Environment, there is no evidence of surface effluent discharge at the school site, along the line to the lagoon, or in the lagoon. The liquid sewage being pumped from the septic tank does not appear to be reaching the lagoon.

While this does not appear to constitute a health hazard, the systems should perform as designed, and provision be made that accidental overflow does not occur in areas that may expose pupils to any hazards.

Northland School Division has been ordered by the Department of Environment to prepare an engineering report on the adequacy of the sewage system. The engineering report should be prepared as soon as possible, and a copy forwarded to the Minister of Education in order that the health and safety of the pupils are protected.

ii) The area surrounding the classroom heaters should be insulated against possible overheating of the heaters. The Fire Inspector has directed that these changes be made. There is no evidence that the heaters have caused fires, but prudence suggests that the possibility of flammable materials being exposed to overheating should be eliminated.

iii) There should be a record of inspections and the maintenance of fire extinguishers in up-to-date operating condition. Extinguishers are available but require evidence of regular inspection and servicing.

iv) The holes in the external wainscoting of the school should be repaired. At the present time several dogs make their home under the school. The dogs' excrement, as well as the dogs themselves, could be health and safety hazards to the pupils.

v) The apparent roof leaks should be repaired. Further deterioration in the ceilings and walls as a result of the leaking roof could be a safety hazard to the pupils.

vi) Ill-fitting and poorly maintained windows in several classrooms should be repaired. The drafts from these windows and accumulations of ice and snow represent conditions that could be unhealthy for pupils.

APPENDIX C

NORTHLAND SCHOOL DIVISION
INVESTIGATION COMMITTEE

February 6, 1981

On November 27, 1980, the Honourable David King, Minister of Education, appointed a three member committee to review conditions affecting education in the Northland School Division No. 61.

1. Membership of the Committee

Chairman - Dr. Harold MacNeil - Edmonton, Alberta, Recently retired Superintendent of the Edmonton Separate School System.

- Mrs. Evelyn Norberg - Slave Lake, Alberta, Housewife - Chairman of the Slave Lake Hospital Board and member of the Alberta Human Rights Commission.

- Mr. Halvor Johnson - Ponoka, Alberta, Principal of Ponoka Composite High School and Immediate Past President of the Alberta Teachers' Association.

Mr. Brian Fennell, former Superintendent of Schools and presently Administrative Consultant with Alberta Education was appointed as Secretary to the Committee.

2. Extent of the Investigation

The committee proposes to examine the entire operation of the School Division with particular emphasis on:

a) the effectiveness of the present method of governance and administration in the School Division and its effect on instruction,

b) the public attitude towards education and towards the schools in the Division and towards the Division itself,

c) relevance of the curriculum, program of studies and the structure by which educaton is delivered in Northland School Division,

d) the nature and effectiveness of resources and services supplied to the Division by governmental agencies,

e) the provision, management and maintenance of school buildings and sites,

f) changes that would enhance the instruction of pupils and the educational services to the people in the Northland School Division.

3. Public Views and Suggestions

The Committee is anxious to obtain as much input from school staffs, parents and the general public as possible.

Members of the Committee will be visiting all schools in the Division at which time meetings will be held with the scool staff, parents and interested members of the community. One of the members of the committee is fluent in the Cree language which should facilitate communication.

The Committee encourages all interested individuals, groups or organizations to make oral or written submissions.

4. Contacting the Committee

The Committee expects that it will be conducting interviews, holding meetings and gathering information during the next four or five months. It hopes to submit a report to the Minister of Education in September 1981.

Individuals, groups and/or organizations who may wish to contact the Committee to arrange a meeting, make a submission, or obtain information are welcome to do so at the following address:

Northland School Division
Investigation Committee
c/o Brian Fennell, Secretary
6th Floor, West Tower
Devonian Building
11160 Jasper Avenue
Edmonton, Alberta
T5K 0L2
Telephone: (403) 427-2994

APPENDIX D

OPINION SURVEY

Please indicate, from your viewpoint as a trustee, administrator, principal, or teacher, your opinion regarding the services provided to schools in Northland School Division No. 61.

Check in the appropriate box for each type of service as follows:

☐ Requires MORE emphasis

☐ Considered ADEQUATE

☐ Requires LESS emphasis

If you have additional comments you wish to make, please feel free to write them in the space provided. This Opinion Survey need not be signed - all replies will be confidential.

PLEASE RETURN IN THE ENCLOSED ENVELOPE PRIOR TO MARCH 16, 1981.

	MORE	ADE-QUATE	LESS
1. ADMINISTRATIVE SERVICES			
Direct assistance from central office to schools (or principals) in the day-to-day problems for organizing, administrating and operating the school.	☐	☐	☐

Additional Comments:

	MORE	ADEQUATE	LESS
2. CONSULTATIVE SERVICES Directly to teachers in the handling of new programs, in specialist areas, as well as general assistance with classroom management.	☐	☐	☐

Additional Comments:

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3. PUPIL PERSONNEL SERVICES Assistance in the assessment, promotion and special placement of students where necessary.	☐	☐	☐

Additional Comments:

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4. PROFESSIONAL DEVELOPMENT SERVICES Inservice programs for staff dealing with the introduction of new programs, new materials and new approaches to teaching.	☐	☐	☐

Additional Comments:

	MORE	ADEQUATE	LESS
5. TEACHING EQUIPMENT AND SUPPLIES SERVICE Provision of essential teacher and pupil supplies, books, etc, and other instructional equipment.	☐	☐	☐

Additional Comments:

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6. PERSONNEL SERVICES Orientation, placement and assistance for new personnel.	☐	☐	☐

Additional Comments:

---

7. MAINTENANCE AND REPAIR SERVICES Maintenance of buildings, equipment and sites.	☐	☐	☐

Additional Comments:

---

8. COMMUNICATIONS SERVICES

Communication between the Division officials and:

	MORE	ADEQUATE	LESS
a) Principals and teachers;	☐	☐	☐
b) Parents, communities and general public.	☐	☐	☐

Additional Comments:

---

9. SERVICES FROM GOVERNMENT AGENCIES

	MORE	ADEQUATE	LESS
a) Health Unit;	☐	☐	☐
b) Native Affairs;	☐	☐	☐
c) Social Services and Community Health;	☐	☐	☐
d) Environment;	☐	☐	☐
e) Municipal Affairs;	☐	☐	☐
f) Labour (Fire, Plumbing Inspectors)	☐	☐	☐

Additional Comments:

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10. What other services not already mentioned do you think should be provided to the schools in order to enhance the education of the students in your school?

11. Other Comments and/or Suggestions (Use reverse side if necessary).

APPENDIX E

COMMUNITY/SCHOOL MEETING SCHEDULE

Anzac	April 6
Atikameg - Sovereign School: Atikameg	April 3 June 16
Bishop Routhier School: Big Prairie	April 2
Cadotte Lake School: Cadotte Lake	December 8 May 11
Calling Lake School: Calling Lake	May 4
Chipewyan Lakes School: Chipewyan Lakes	February 25
Conklin School: Conklin	May 13
Dr. Mary Jackson School: Keg River	April 28
Fort Chipewyan Public School: Fort Chipewyan	March 3
Fort McKay School: Fort McKay	April 7
Garden Creek School: Garden River	March 19
Gift Lake School: Gift Lake	March 31
Grouard School: Grouard	March 17 April 13 May 20
J.F. Dion School: Fishing Lake; Sputinow	May 26
Janvier School: Janvier	March 4
Jean Baptiste Sewepagaham School: Fox Lake	March 18
Jean D'Or School: Jean D'Or Prairie	March 20
Kateri School: Trout Lake	February 27
Little Buffalo School: Little Buffalo	May 11
Loon Lake School: Loon Lake	December 9 May 13

Mistassiniy School: Desmarais	April 5 May 21
Nose Creek School: Nose Creek	May 28
Paddle Prairie School: Paddle Prairie	April 29
Panny Camp School: Panny Creek	March 11
Peerless Lake School: Peerless Lake	February 26
Pelican Mountain School: Sandy Lake	May 21
St. Theresa School: Wabasca	April 14

APPENDIX F

MEETINGS WITH GROUPS AND INDIVIDUALS

A. Government Departments and Agencies

Department of Education: Field Services Branch; Grande Prairie Regional Office

Department of Environment: Pollution Control

Department of Labour: Fire Inspection Branch; Plumbing Inspection Branch

Department of Municipal Affairs: Improvement District Operations Division, Improvement Districts Support Services Branch

Department of Native Affairs: Native Secretariat

Department of Social Service and Community Health: Northern and Native Health Services

Northern Alberta Development Council: Members and Secretariat

Education North Project: Executive Director

Health Units: Fort McMurray and District
High Level - Fort Vermilion
Peace River

Federal Department of Indian and Northern Affairs: Regional Superintendent of Non-Federal School Agreements; Superintendent for Fort McMurray and Fort Vermilion Districts

B. School Jurisdictions

Fort McMurray P.S.D. #2833

Fort McMurray R.C.S.S.D. #32

Fort Vermilion School Division #52

Grande Prairie R.C.S.S.D. #28

High Prairie School Division #48

High Prairie R.C.S.S.D. #56

Peace River School Division #10

C. Other Groups

Alberta Association for Young Children

Alberta Federation of Metis Settlement Associations

Alberta Vocational Centre - Grouard

Grande Prairie College Early Childhood Development Department

Alberta Teachers Association - Northland Local #69

Indian Bands: Bigstone - Desmarais
Fort McKay - Fort McKay
Janvier - Janvier
Little Red River - Fox Lake
Lubicon Lake - Little Buffalo
Whitefish - Atikameg

Intercultural Committee, Faculty of Education: University of Alberta

Metis Settlement Association: #3W - Big Prairie (Peavine)
#10 - Fishing Lake (Sputnow)
#3E - Gift Lake (Gift Lake)
#1 - Paddle Prairie (Paddle Prairie)

D. Individuals

Melvin Cardinal - Regional Supervisor of Manpower Services, Department of Advanced Education and Manpower

Fred J. Dumont - Supervisor, Alberta Vocational Center, Grouard -Former Co-ordinator of Task Force or Educational Needs of Northern Albertans (1975)

Kenneth C. Norton - Programs Co-ordinator, Programs and Evaluation Branch, Department of Education, Government of the Northwest Territories

Brian Pitcairn - Associate Director of Education Lesser Slave Lake Indian Regional Council

J.V. Stein - Curriculum Director; Director Frontier School Division Winnipeg, Manitoba

W.H. Swift - Chairman, Northland School Division Study Group Report 1975

D.E. Weaver - Superintendent of Schools, Northland School Division, 1976-1980

APPENDIX G

SUBMISSIONS TO THE INVESTIGATION COMMITTEE

A. GROUPS

1. Alberta Association for Young Children.
2. Alberta Federation of Metis Associations.
3. Little Red River Band.
4. Lubicon Lake Indian Band.
5. Minister's Advisory Committee on Native People's Education.
6. Northland Local No. 69, the Alberta Teachers' Association.
7. Northern Alberta Development Council.
8. Paddle Prairie Council, Parent - Teachers' Association, and Members of the Community.
9. Pelican Mountain Community Association.
10. Whitefish Indian Band.

B. INDIVIDUALS

Mr. & Mrs. Angiers - Keg River

F. Griesbach - Wabasca

L.J. Hansen - Desmarais

G. Hunt - Wabasca

J. Kincald - Fort Vermilion

M. Rees - Cadotte Lake

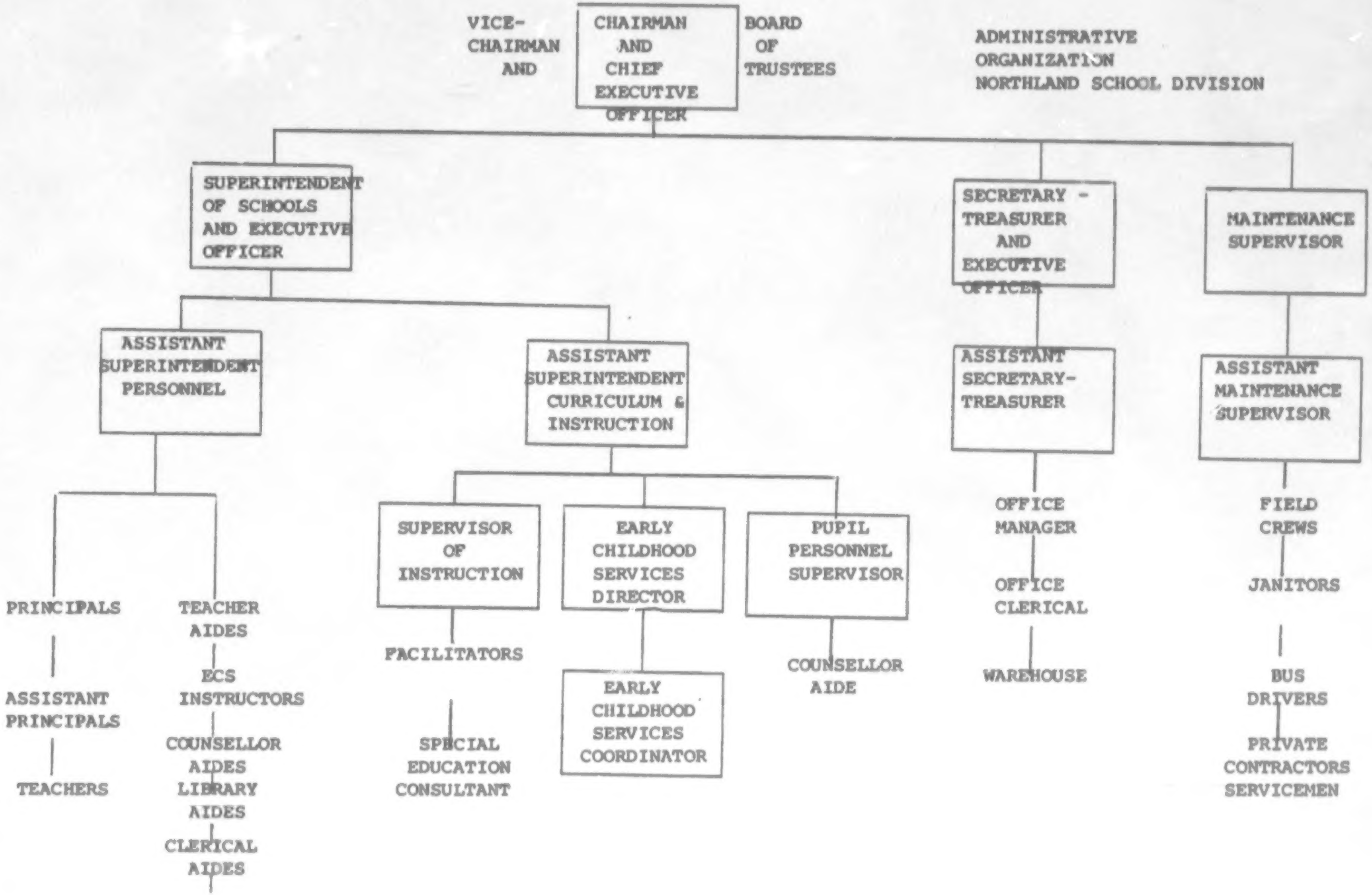
W. Roe - Wabasca

A.J. Shann - Slave Lake

D. Starr - Wabasca

C. Weber - Pillwax - Calling Lake

APPENDIX H



ADMINISTRATIVE ORGANIZATION NORTHLAND SCHOOL DIVISION

VICE-CHAIRMAN AND
CHAIRMAN AND CHIEF EXECUTIVE OFFICER
BOARD OF TRUSTEES
SUPERINTENDENT OF SCHOOLS AND EXECUTIVE OFFICER
SECRETARY - TREASURER AND EXECUTIVE OFFICER
MAINTENANCE SUPERVISOR
ASSISTANT SUPERINTENDENT PERSONNEL
ASSISTANT SUPERINTENDENT CURRICULUM & INSTRUCTION
ASSISTANT SECRETARY-TREASURER
ASSISTANT MAINTENANCE SUPERVISOR
PRINCIPALS
ASSISTANT PRINCIPALS
TEACHERS
TEACHER AIDES
ECS INSTRUCTORS
COUNSELLOR AIDES
LIBRARY AIDES
CLERICAL AIDES
SUPERVISOR OF INSTRUCTION
FACILITATORS
SPECIAL EDUCATION CONSULTANT
EARLY CHILDHOOD SERVICES DIRECTOR
EARLY CHILDHOOD SERVICES COORDINATOR
PUPIL PERSONNEL SUPERVISOR
COUNSELLOR AIDE
OFFICE MANAGER
OFFICE CLERICAL
WAREHOUSE
FIELD CREWS
JANITORS
BUS DRIVERS
PRIVATE CONTRACTORS SERVICEMEN

APPENDIX I

COMMUNITY/SCHOOL INVENTORIES

SCHOOL INVENTORY: Atikameg - Sovereign

COMMUNITY INFORMATION

LOCATION:	White Fish Lake - 65 km. north of Grouard
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to High Prairie
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	163
GRADES (PROGRAMS)	1 - 9 Arts & Crafts Special Education E.C.S.
GRADES TRANSPORTED OUT	NIL
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	11
PARA-PROFESSIONAL	6
LOCATION ALLOWANCE (PROF. STAFF)	$1712.36

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1973 - masonry; portables
FACILITIES	Gymnasium Showers
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 6 mobile

SCHOOL INVENTORY: Bishop Routhier

COMMUNITY INFORMATION

LOCATION:	Big Prairie, 50 km North of High Prairie
ACCESS: FROM NEAREST CENTRE	Gravel road to High Prairie
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Metis Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	45
GRADES (PROGRAMS)	1 - 6
GRADES TRANSPORTED OUT	
GRADES	7 - 12
NO. OF PUPILS	
DESTINATION	High Prairie
STAFF: PROFESSIONAL	2
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$1218 [illegible]1

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family

SCHOOL INVENTORY: Cadotte Lake

COMMUNITY INFORMATION

LOCATION:	Cadotte Lake, 80 km northeast of Peace River
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Peace River
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	50
GRADES (PROGRAMS)	1 - 7 Outdoor Education Centre E.C.S.
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$1909.94

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1962 - portables
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 1 mobile

SCHOOL INVENTORY: Calling Lake

COMMUNITY INFORMATION

LOCATION:	Calling Lake, 60 km. north of Athabasca
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Athabasca
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone, Radio, Television

SCHOOL OPERATION

ENROLLMENT:	73
GRADES (PROGRAMS)	1 - 6 Outdoor Education Centre Arts & Crafts Special Education E.C.S.
GRADES TRANSPORTED OUT	
GRADES	7 - 12
NO. OF PUPILS	
DESTINATION	Athabasca
STAFF: PROFESSIONAL	5
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$922.04

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1958 - frame; 1960 - frame; 1962 - frame; 1966 - masonry portables
FACILITIES	Activity Room Library
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 1 mobile

SCHOOL INVENTORY: Chipewyan Lakes

COMMUNITY INFORMATION

LOCATION:	Chipewyan Lakes, 145 Air km. west of Fort McMurray
ACCESS: FROM NEAREST CENTRE	Air to Peace River or Fort McMurray
FROM DIVISION OFFICE	Air to Peace River
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	45
GRADES (PROGRAMS)	1 - 6
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	2
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$3227.14

SCHOOL FACILITIES

ORIGINAL BUILDING	Portables
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 1 mobile

SCHOOL INVENTORY: Conklin

COMMUNITY INFORMATION

LOCATION:	Conklin, 140 air km. south of Fort McMurray
ACCESS: FROM NEAREST CENTRE	Railway or winter road to Lac La Biche or air
FROM DIVISION OFFICE	Air
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	38
GRADES (PROGRAMS)	1 - 9
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	2
PARA-PROFESSIONAL	1
LOCATION ALLOWANCE (PROF. STAFF)	$2799.05

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	Portables
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family

SCHOOL INVENTORY: Dr. Mary Jackson

COMMUNITY INFORMATION

LOCATION:	Keg River, 98 km. south of High Level
ACCESS: FROM NEAREST CENTRE	Paved road to High Level
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	72
GRADES (PROGRAMS)	1 - 8 Industrial Arts Home Economics
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	4
PARA-PROFESSIONAL	-
LOCATION ALLOWANCE (PROF. STAFF)	$1745.29

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1975 - masonry
FACILITIES	Gymnasium Showers
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 3 mobile

SCHOOL INVENTORY: Fort Chipewyan

COMMUNITY INFORMATION

LOCATION:		Fort Chipewyan, 225 Air km. north of Fort McMurray
ACCESS:	FROM NEAREST CENTRE	Air or barge to Fort McMurray; winter road to Fort Fitzgerald
	FROM DIVISION OFFICE	Air
MUNICIPAL STATUS:		Hamlet
COMMUNICATIONS:		Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:		89
GRADES (PROGRAMS)		1 - 3
GRADES TRANSPORTED OUT		
	GRADES	
	NO. OF PUPILS	
	DESTINATION	
STAFF:	PROFESSIONAL	4
	PARA-PROFESSIONAL	2
	LOCATION ALLOWANCE (PROF. STAFF)	$2436.82

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	
FACILITIES	Activity room
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 2 mobile

SCHOOL INVENTORY: Fort MacKay

COMMUNITY INFORMATION

LOCATION:	Fort MacKay, 50 km. north of Fort McMurray
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Fort McMurray
FROM DIVISION OFFICE	Air to Fort McMurray; auto to Fort MacKay
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	55
GRADES (PROGRAMS)	1 - 9 E.C.S.
GRADES TRANSPORTED OUT	
GRADES	10-12
NO. OF PUPILS	
DESTINATION	Fort McMurray
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$1778.22

SCHOOL FACILITIES

ORIGINAL BUILDING	Masonry Construction
ADDITIONS	
FACILITIES	Gymnasium with stage Library
UTILITIES	Water, Sewer, Power
RESIDENCES	3 mobile

SCHOOL INVENTORY: Garden Creek

COMMUNITY INFORMATION

LOCATION:		Garden River, 200 Air km. east of High Level
ACCESS:	FROM NEAREST CENTRE	Air or winter road to High Level or Fort Vermilion
	FROM DIVISION OFFICE	Air
MUNICIPAL STATUS:		Settlement
COMMUNICATIONS:		Mobile Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:		132
GRADES (PROGRAMS)		1 - 9 Home Economics Arts & Crafts
GRADES TRANSPORTED OUT		
	GRADES	
	NO. OF PUPILS	
	DESTINATION	
STAFF:	PROFESSIONAL	9
	PARA-PROFESSIONAL	1
	LOCATION ALLOWANCE (PROF. STAFF)	$1942.87

SCHOOL FACILITIES

ORIGINAL BUILDING	Portables
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Local Power Generator
RESIDENCES	2 mobile

SCHOOL INVENTORY: Gift Lake

COMMUNITY INFORMATION

LOCATION:	Gift Lake, 50 km north of Grouard
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to High Prairie
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Metis Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	132
GRADES (PROGRAMS)	1 - 9 Arts & Crafts Home Economics Outdoor Education Centre E.C.S.
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	9
PARA-PROFESSIONAL	5
LOCATION ALLOWANCE (PROF. STAFF)	$1942.87

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1973 - masonry; portables
FACILITIES	Gymnasium Showers Library
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family; 5 mobiles

SCHOOL INVENTORY: Grouard

COMMUNITY INFORMATION

LOCATION:	Grouard, 50 km. northeast of High Prairie
ACCESS: FROM NEAREST CENTRE	Paved road to High Prairie
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	167
GRADES (PROGRAMS)	1 - 10 Home Economics Industrial Arts Special Education E.C.S. Library
GRADES TRANSPORTED OUT	
GRADES	10-12
NO. OF PUPILS	
DESTINATION	High Prairie
STAFF: PROFESSIONAL	13
PARA-PROFESSIONAL	6
LOCATION ALLOWANCE (PROF. STAFF)	$395.16

SCHOOL FACILITIES

ORIGINAL BUILDING	
ADDITIONS	
FACILITIES	Gymnasium Stage Showers
UTILITIES	Water, Sewer, Power
RESIDENCES	Government Services Supplies

SCHOOL INVENTORY: J.F. Dion School - Sputinow

COMMUNITY INFORMATION

LOCATION:	Fishing Lake, Sputinow - 65 km. South of Grand Centre
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to St. Paul or Grand Centre-Cold Lake
FROM DIVISION OFFICE	Auto or air to St. Paul and auto
MUNICIPAL STATUS:	Metis Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	55
GRADES (PROGRAMS)	1 - 7 E.C.S.
GRADES TRANSPORTED OUT	
GRADES	8-12
NO. OF PUPILS	
DESTINATION	Heinsburgh
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	3
LOCATION ALLOWANCE (PROF. STAFF)	$922.04

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1961 - frame; 1978 - masonry; 1979 - frame
FACILITIES	Gymnasium Showers Kitchen
UTILITIES	Water, Sewer, Power
RESIDENCES	3 single family; 1 mobile

SCHOOL INVENTORY: Janvier

COMMUNITY INFORMATION

LOCATION:	Chard, 100 air km. south of Fort McMurray
ACCESS: FROM NEAREST CENTRE	Railway or winter road to Lac La Biche; air to Fort McMurray
FROM DIVISION OFFICE	Air
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	73
GRADES (PROGRAMS)	1 - 9 Arts & Crafts Home Economics Special Education
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	4
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$2996.63

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame
ADDITIONS	Masonry; portables
FACILITIES	Gymnasium
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 3 mobile

SCHOOL INVENTORY: Jean Baptiste Sewepagaham

COMMUNITY INFORMATION

LOCATION:	Fox Lake, 150 km. east of High Level
ACCESS: FROM NEAREST CENTRE	Air or Winter road to Fort Vermilion or High Level
FROM DIVISION OFFICE	Air
MUNICIPAL STATUS:	Indian Reserve
COMMUNICATIONS:	Telephone, Radio, Television

SCHOOL OPERATION

ENROLLMENT:	174
GRADES (PROGRAMS)	1 - 9 Home Economics Industrial Arts Special Education Native Studies E.C.S.
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	12
PARA-PROFESSIONAL	5
LOCATION ALLOWANCE (PROF. STAFF)	$1778.22

SCHOOL FACILITIES

ORIGINAL BUILDING	Masonry
ADDITIONS	1980 - portables (frame)
FACILITIES	Gymnasium Showers Library
UTILITIES	Water, Sewer, Power
RESIDENCES	1 7-unit multiple family; 3 mobile

SCHOOL INVENTORY: Jean D'Or

COMMUNITY INFORMATION

LOCATION:	Jean D'Or Prairie, 130 km. east of High Level
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to High Level
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Indian Reserve
COMMUNICATIONS:	Telephone, Radio, Television

SCHOOL OPERATION

ENROLLMENT:	121
GRADES (PROGRAMS)	1 - 9 E.C.S. Home Economics Industrial Arts Outdoor Education Centre Native Studies
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	8
PARA-PROFESSIONAL	4
LOCATION ALLOWANCE (PROF. STAFF)	

SCHOOL FACILITIES

ORIGINAL BUILDING	Masonry
ADDITIONS	
FACILITIES	Gymnasium, Showers, Home Economics Lab, Industrial Arts Lab, Kitchen, Library
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family; 3 mobile

SCHOOL INVENTORY: Kateri

COMMUNITY INFORMATION

LOCATION:	Trout Lake, 280 km. North of Slave Lake
ACCESS: FROM NEAREST CENTRE	Air or gravelled and paved roads to Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	69
GRADES (PROGRAMS)	1 - 9
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	1
LOCATION ALLOWANCE (PROF. STAFF)	$2634.40

SCHOOL FACILITIES

ORIGINAL BUILDING	Portables
ADDITIONS	New Masonry school under construction with gymnasium, showers, kitchen and Health Unit office
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 mobile

SCHOOL INVENTORY: LITTLE BUFFALO

COMMUNITY INFORMATION

LOCATION:	Little Buffalo, 100 km northeast of Peace River
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Peace River
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	71
GRADES (PROGRAMS)	1 - 8 E.C.S.
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$2370.96

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Portables
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	1 single family; 1 mobile

SCHOOL INVENTORY: Loon Lake

COMMUNITY INFORMATION

LOCATION:		Loon Lake, 2000 km. north of Slave Lake
ACCESS:	FROM NEAREST CENTRE	Gravel and paved roads to Slave Lake or High Prairie
	FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:		Settlement
COMMUNICATIONS:		Telephone Radio

SCHOOL OPERATION

ENROLLMENT:		75
GRADES (PROGRAMS)		1 - 9 Special Education
GRADES TRANSPORTED OUT		
	GRADES	
	NO. OF PUPILS	
	DESTINATION	
STAFF:	PROFESSIONAL	3
	PARA-PROFESSIONAL	2
	LOCATION ALLOWANCE (PROF. STAFF)	$2403.85

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 mobile

SCHOOL INVENTORY: Mistassiniy

COMMUNITY INFORMATION

LOCATION:	Desmarais, 135 km. northeast of Slave Lake
ACCESS: FROM NEAREST CENTRE	Air or gravel and paved roads from Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone, Radio, Television

SCHOOL OPERATION

ENROLLMENT:	366
GRADES (PROGRAMS)	1 - 2 Outdoor Education Centre Industrial Arts Home Economics Special Education Native Studies
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	25
PARA-PROFESSIONAL	7
LOCATION ALLOWANCE (PROF. STAFF)	$2107.52

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction (burned down)
ADDITIONS	1975 - masonry (burned); 1979 masonry. New school under construction, classes in old Mission School
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family, 13 mobile

SCHOOL INVENTORY: Nose Creek

COMMUNITY INFORMATION

LOCATION:	Nose Creek, 85 km. southwest of Grande Prairie
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Grande Prairie
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Mobile Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	6
GRADES (PROGRAMS)	1 - 6
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	1
PARA-PROFESSIONAL	
LOCATION ALLOWANCE (PROF. STAFF)	$1877.01

SCHOOL FACILITIES

ORIGINAL BUILDING	Portable
ADDITIONS	
FACILITIES	
UTILITIES	Water, Local power generator
RESIDENCES	1 mobile

SCHOOL INVENTORY: Paddle Prairie

COMMUNITY INFORMATION

LOCATION:	Paddle Prairie, 70 km. south of High Level
ACCESS: FROM NEAREST CENTRE	Paved roads to High Level
FROM DIVISION OFFICE	Auto
MUNICIPAL STATUS:	Metis Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	87
GRADES (PROGRAMS)	1 - 9 Arts & Crafts Special Education Home Economics Native Studies E.C.S.
GRADES TRANSPORTED OUT	
GRADES	10-12
NO. OF PUPILS	19
DESTINATION	High Level
STAFF: PROFESSIONAL	6
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$1514.78

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1976 - masonry; portables
FACILITIES	Activity room
UTILITIES	Water, Sewer, Power
RESIDENCES	2 single family; 3 mobile

SCHOOL INVENTORY: Panny Camp

COMMUNITY INFORMATION

LOCATION:	Panny Camp, Brewster Forest Products Camp, 280 km north of Slave Lake
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Lumber camp
COMMUNICATIONS:	Mobile Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	25
GRADES (PROGRAMS)	1 - 6
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	1
PARA-PROFESSIONAL	
LOCATION ALLOWANCE (PROF. STAFF)	$2799.05

SCHOOL FACILITIES

ORIGINAL BUILDING	Portables
ADDITIONS	
FACILITIES	
UTILITIES	Water, Sewer, Local Power Generator
RESIDENCES	1 mobile

SCHOOL INVENTORY: Peerless Lake

COMMUNITY INFORMATION

LOCATION:	Peerless Lake, 265 km. north of Slave Lake
ACCESS: FROM NEAREST CENTRE	Gravel and paved roads to Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio

SCHOOL OPERATION

ENROLLMENT:	73
GRADES (PROGRAMS)	1 - 9 E.C.S.
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	3
PARA-PROFESSIONAL	2
LOCATION ALLOWANCE (PROF. STAFF)	$2897.84

SCHOOL FACILITIES

ORIGINAL BUILDING	Portables
ADDITIONS	New masonry school under construction, gymnasium, showers, kitchen, Health Unit Office
FACILITIES	
UTILITIES	Water, Sewer, Power
RESIDENCES	2 mobile

SCHOOL INVENTORY: Pelican Mountain

COMMUNITY INFORMATION

LOCATION:	Sandy Lake, 185 km. northeast of Slave Lake
ACCESS: FROM NEAREST CENTRE	Air or auto via gravel and paved roads to Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Settlement
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	25
GRADES (PROGRAMS)	1 - 6
GRADES TRANSPORTED OUT	
GRADES	8-12
NO. OF PUPILS	
DESTINATION	Demarais
STAFF: PROFESSIONAL	1
PARA-PROFESSIONAL	1
LOCATION ALLOWANCE (PROF. STAFF)	$2897.84

SCHOOL FACILITIES

ORIGINAL BUILDING	Portable
ADDITIONS	
FACILITIES	
UTILITIES	Water, Power
RESIDENCES	1 single family

SCHOOL INVENTORY: St. Theresa

COMMUNITY INFORMATION

LOCATION:	Wabasca, 135 km. northeast of Slave Lake
ACCESS: FROM NEAREST CENTRE	Air or auto via gravel and paved roads to Slave Lake
FROM DIVISION OFFICE	Air or auto
MUNICIPAL STATUS:	Hamlet
COMMUNICATIONS:	Telephone Radio Television

SCHOOL OPERATION

ENROLLMENT:	204
GRADES (PROGRAMS)	1 - 6 Special Education E.C.S. Library
GRADES TRANSPORTED OUT	
GRADES	
NO. OF PUPILS	
DESTINATION	
STAFF: PROFESSIONAL	12
PARA-PROFESSIONAL	10
LOCATION ALLOWANCE (PROF. STAFF)	$2107.52

SCHOOL FACILITIES

ORIGINAL BUILDING	Frame Construction
ADDITIONS	1976 - masonry
FACILITIES	Gymnasium; showers Library
UTILITIES	Water, Sewer, Power
RESIDENCES	3 single family, 8 mobile

APPENDIX J

TABLES

TABLE 1

OPERATING SCHOOLS, STAFF AND ENROLLMENT

1976 - 1980

Year	No. of Schools	Total Enrollment	Certificated Teaching Staff	
			School Based	Total
1976-77	26	2537	141	152
1977-78	26	2526	150.5	157.5
1978-79	26	2569	152.5	158.5
1979-80	28 *	2579	156	164
1980-81	27 **	2493	150	158

* Panny Camp and Steen River Opened

** Steen River Closed

Source: Annual Superintendent's Report -
Northland School Division No. 61

TABLE 2

ENROLLMENT IN OPERATING SCHOOLS

BY GRADE LEVEL

1976 - 1980

	Elementary		Junior High		Senior High	
Year	No.	%	No.	%	No.	%
1976-77	2003	78.4	521	20.4	31	1.2
1977-78	1945	76.9	541	21.4	42	1.7
1978-79	1923	75.0	589	23.2	52	2.0
1979-80	1950	75.2	589	22.7	53	2.1
1980-81	1878	75.1	541	21.6	81	3.3

Source: Records - Northland School Division No. 61

TABLE 3

STUDENTS TRANSPORTED FROM COMMUNITIES WITHOUT OPERATING SCHOOLS TO OUTSIDE SCHOOLS

From:	Vanned: To	Grade Level *	No. of Students
Anzac	Fort McMurray	1 - 12	78
Fort Fitzgerald	Fort Smith (NWT)	1 - 12	9
Fort McMurray	Fort McMurray	1 - 12	22
Airport (Hangingstone)			
Muskeg	Grand Cache	1 - 12	49
Antonberg	Dawson Creek (BC)	K - 12	14

* As of September 1980

Source: Records - Northland School Division No. 61

TABLE 4

STUDENTS TRANSPORTED FROM COMMUNITIES WITH OPERATING SCHOOLS TO AN OUTSIDE SCHOOL

1980-81

From:	Vanned: To	Grade Level *	No. of Students
Bishop Routhier	High Prairie	7 - 12	50
Calling Lake	Athabasca	7 - 12	49
Grouard	High Prairie	10 - 12	11
Paddle Prairie	High Level	10 - 12	19
Pelican Mtn. (Sandy Lake)	Desmarais	8 - 12	
J.F. Dion (Fishing Lake)	Heinsburgh	8 - 12	37

* As of September 1980

Source: Records - Northland School Division No. 61

TABLE 5

NUMBER OF TREATY INDIAN STUDENTS ATTENTING NORTHLAND DIVISION SCHOOLS

BY BAND

SCHOOL YEAR 1980-81

Indian & Northern Affairs District	Band	Number of Students
Fort Vermilion	Little Red River	411
Lesser Slave Lake	Grouard	22
	Whitefish Lake	163
	Lubicon Lake	52
	Bigstone	393
Fort McMurray	Cree	42
	Chipewyan	12
	Janvier	62
	McKay	31

Source: Department of Indian and Northern Affairs
Regional Office

TABLE 6

PROPOSED CAPITAL PROJECTS - 1981-1983

1981

Project Description	Estimated Cost	Debentures	Source of Revenue	
			D.I.A.N.D.	Other
Atikameg				
School Addition, School Modernization Water & Sewer System c/w Treatment Plant & Reservoir	2,021,700	291,737	1,617,350	112,613 (1)
Residences & Land	365,000	41,132	292,000	31,868 (2)
Bishop Routhier				
School Addition, School Modernization Water & Sewer System	993,000	993,000		
Calling Lake				
Sewage Lagoon	150,000	99,000	51,000	
Grouard				
Land	30,000			30,000 (3)
Kateri				
Residences	280,000	162,400	117,600	

(1) Transfer
(2) Transfer
(3) Revenue Fund

TABLE 6 (cont'd)

PROPOSED CAPITAL PROJECTS - 1981-1983

1981 (Cont'd)

Project Description	Estimated Cost	Debentures	Source of Revenue D.I.A.N.D.	Other
Mistassiniy				
School Addition, (Fire Replacement)	6,175,000	4,225,000		1,950,000 (1)
Water & Sewer System	700,000		375,000	325,000 (2)
St. Theresa				
Land, Workshop/Garage & Residences	345,000	345,000		
Peace River				
Furniture & Equipment	256,000			256,000 (3)
Vehicles	89,500			77,000 (4) 12,500 (5)
School Buses	130,000			130,000 (6)
TOTAL FOR 1981	11,535,200	6,157,269	2,452,950	2,924,981

(1) Insurance
(2) Capital Loan Obtained in 1978
(3) Revenue Fund
(4) Revenue Fund
(5) Transfers
(6) Revenue Fund

TABLE 6 (cont'd)

PROPOSED CAPITAL PROJECTS - 1981-1983

1982

Project Description	Estimated Cost	Debentures	D.I.A.N.D
Chipewyan Lake			
New School, Water & Sewer System	1,392,000	306,000	1,086,000
Residences	130,000	28,000	102,000
Conklin			
New School, Water & Sewer System	1,392,000	1,392,000	
Residences	65,000	65,000	
Garden Creek			
New School, Water & Sewer System	1,392,000		1,392,000
Residences	140,000		140,000
Little Buffalo			
New School and Land	3,578,000	2,290,200	1,287,800
Mistassiniy			
Residences	455,000	182,000	273,000
Paddle Prairie			
School Addition	798,000	798,000	
TOTAL FOR 1981	9,802,000	5,355,200	4,446,800

TABLE 6 (cont'd)

PROPOSED CAPITAL PROJECTS - 1981-1983

1983

Project Description	Estimated Cost	Debentures	D.I.A.N.D
Grouard			
New School	4,902,000	4,412,000	490,000
Loon Lake			
New School	1,102,000	982,000	120,000
TOTAL FOR 1983	6,004,000	5,394,000	610,000

TABLE 7

CAPITAL EXPENDITURES

1976-80

Year	Instruction Building & Land Improvements	Power, Water and Sewer	* Accommodation; Buildings and Land Improvements
1976	955,246	89,603	180,779
1977	3,019,655	308,206	188,772
1978	601,132	479,478	169,486
1979	438,532	**	726,165
1980	1,731,469	**	34,310

* Annual lease payments are included

** 1979 and 1980 reporting format included utility services under buildings and improvements.

Source: Audited Financial Statements - Northland School Division No. 61

TABLE 8

REVENUE SOURCES

1976 - 1980 (Actual)
1981 - (Estimated Budget)

Year	Provincial Government		Federal Government		Supplementary Requisitions		Miscellaneous		Total Revenue
	$	%	$	%	$	%	$	%	$
1976	4,317,576	61.2	2,371,842	33.6	194,807	2.8	171,509	2.4	7,055,734
1977	3,753,237	48.9	2,766,071	36.1	974,507	12.7	174,499	2.3	7,668,314
1978	4,417,636	51.1	3,053,060	35.3	967,519	11.2	213,657	2.5	8,651,872
1979	4,585,281	46.5	3,604,259	36.6	1,223,160	12.4	445,023	4.5	9,857,723
1980	5,283,081	46.4	3,998,830	35.2	1,778,116	15.6	319,993	2.8	11,380,020
*1981	5,632,122	40.3	4,875,239	34.9	3,198,054	22.9	258,839	1.9	13,964,254

Source: Audited Financial Statements -
Northland School Division No. 61

TABLE 9

NORTHLAND SCHOOL DIVISION NO. 61

Expenditure By Function as Reported III Annual Audited Financial Statements:

1976 - 1980

FUNCTION	1976		1977		1978		1979		1980	
	$	%	$	%	$	%	$	%	$	%
INSTRUCTION	3,959,245	55.2	4,124,343	53.9	4,617,685	53.0	5,161,004	52.3	5,659,394	51.7
ADMINISTRATION	312,406	4.4	349,649	4.6	378,397	4.4	435,548	4.4	663,154	6.0
OPERATIONS & MAINTENANCE	1,317,535	18.4	1,525,483	19.9	1,829,590	21.0	2,121,920	21.5	2,145,243	19.6
TRANSPORTATION	620,810	8.7	616,135	8.0	672,546	7.7	752,921	7.6	864,258	7.9
CONTRIBUTION TO CAPITAL DEBT SERVICES AND TRANSFERS	959,796	13.4	1,042,146	13.7	1,206,058	13.9	1,386,340	14.0	1,616,816	14.7

Source: Annual Audited Financial Statements

TABLE 10

INCREMENTAL GRANTS TO NORTHLAND SCHOOL DIVISION:

Year	Grant Amount	Percent of Total Revenue
1976	1,715,457	24.31
1977	429,752	5.6
1978	794,312	9.18
1979	642,477	6.52
1980	693,875	6.12

Source: Audited Financial Statements -
Northland School Division No. 61

TABLE 11

TEACHING STAFF EDUCATION, EXPERIENCE, AND NEW TEACHERS' PLACE OF PREVIOUS RESIDENCE - 1980-1981

EDUCATION			EXPERIENCE		
Years	No. of Teachers	Percent	Years	No. of Teachers	Percent
1	2	1.3	0	38	24.2
2	33	1.9	1	31	19.8
3	6	3.8	2	10	6.4
4	107	68.2	3	15	9.6
5	24	15.3	4-10	31	19.8
6	15	9.6	11+	32	20.4

NEW STAFF PLACE OF PREVIOUS RESIDENCE

Place	No. of Teachers
Alberta	25
Ontario	12
Nova Scotia	14
Newfoundland	4
Prince Edward Island	2
TOTAL	57

TABLE 12

NUMBER OF NEW TEACHERS AND PERCENTAGE OF TOTAL STAFF

1976 - 1980

School Year	Total School - Based STAFF	NEW TEACHERS	
		NUMBER	PERCENT
1976-77	141	43	30.9
1977-78	150	50	33.3
1978-79	152.5	38	29.9
1979-80	156	59	37.8
1980-81	150	44	29.3

Source: Annual Reports, Northlands School Division No. 61

TABLE 13

AVERAGE NUMBER OF YEARS OF EXPERIENCE OF TEACHERS WITH OTHER THAN THEIR PRESENT BOARD - FOR ALBERTA AND SELECTED JURISDICTIONS - 1980

Jurisdiction	Average Years of Experience
Alberta	3.4
Peace River School Division	3.4
High Prairie School Division	3.7
Fort Vermilion School Division	3.8
Northland School Division	4.1

Source: Department of Education

TABLE 14

AVERAGE NUMBER OF YEARS OF EMPLOYMENT WITH PRESENT BOARD FOR SELECTED JURISDICTIONS - 1980

Jurisdiction	Average Years of Experience
Total Province	6.5
Peace River School Division	4.7
High Prairie School Division	5.3
Fort Vermilion School Division	2.6
Northland School Division	2.7

Source: Department of Education

TABLE 15

NATIVE PARA-PROFESSIONAL STAFF
1976 - 1980

School Year	Teacher Aides	Counsellor Aides	E.C.S. Instructors	Library Aides	Total
1976-77	43	13	17	2	75
1977-78	43	13.5	16	3	75.5
1978-79	41	13.5	17	5	76.5
1979-80	46	13	17	5	74
1980-81	41	10.5*	16	7	76

* All are school-based except one counsellor aide based in central office.

Source: Northland School Division Annual Reports.

TABLE 16

EARLY CHILDHOOD SERVICES
1976 - 1980

School Year	Number of Centres	Enrolment	Native Instructors
1976-77	15	179	17
1977-78	15	168	16
1978-79	15	179	17
1979-80	19	197	17
1980-81	14	167	16

Source: Northland School Division Annual Reports.

TABLE 17

NUMBER OF SCHOOLS BY GRADE LEVEL
1970-71; 1976-77; 1980-81

Grade Level	1970-71	1976-77	1980-81
1 - 3	0	1	1
1 - 6	7	3	7
1 - 7	2	4	1
1 - 8	11	8	6
1 - 9	7	9	9
1 - 10	1	1	2
1 - 11	0	0	0
1 - 12	0	0	1
Total Schools	28	26	27

Source: Annual Reports - Northland School Division No. 61.

TABLE 18

CANADIAN TEST OF BASIC SKILLS AND GRADE EQUIVALENT STANDARDS - SPRING, 1980

Test Compound	Grade Equivalent Scores * Grade 3	Grade 5	Grade 8
Language Arts			
Vocabulary	2.5	4.2	6.5
Reading	2.2	4.2	6.9
Spelling	N/A	4.8	6.4
Capitalization	2.7	4.3	5.6
Punctuation	N/A	4.9	6.3
Usage	2.3	4.4	6.3
Mathematics			
Concepts	2.5	4.3	6.5
Problem	2.3	4.4	6.4
Composite	2.4	4.4	6.4
Expected Standard	3.5	5.5	8.5

* Grade Equivalent Scores in Years.

Source: EOF Evaluation, 1980.

TABLE 18 (Cont'd)

GRAPHICAL REPRESENTATION

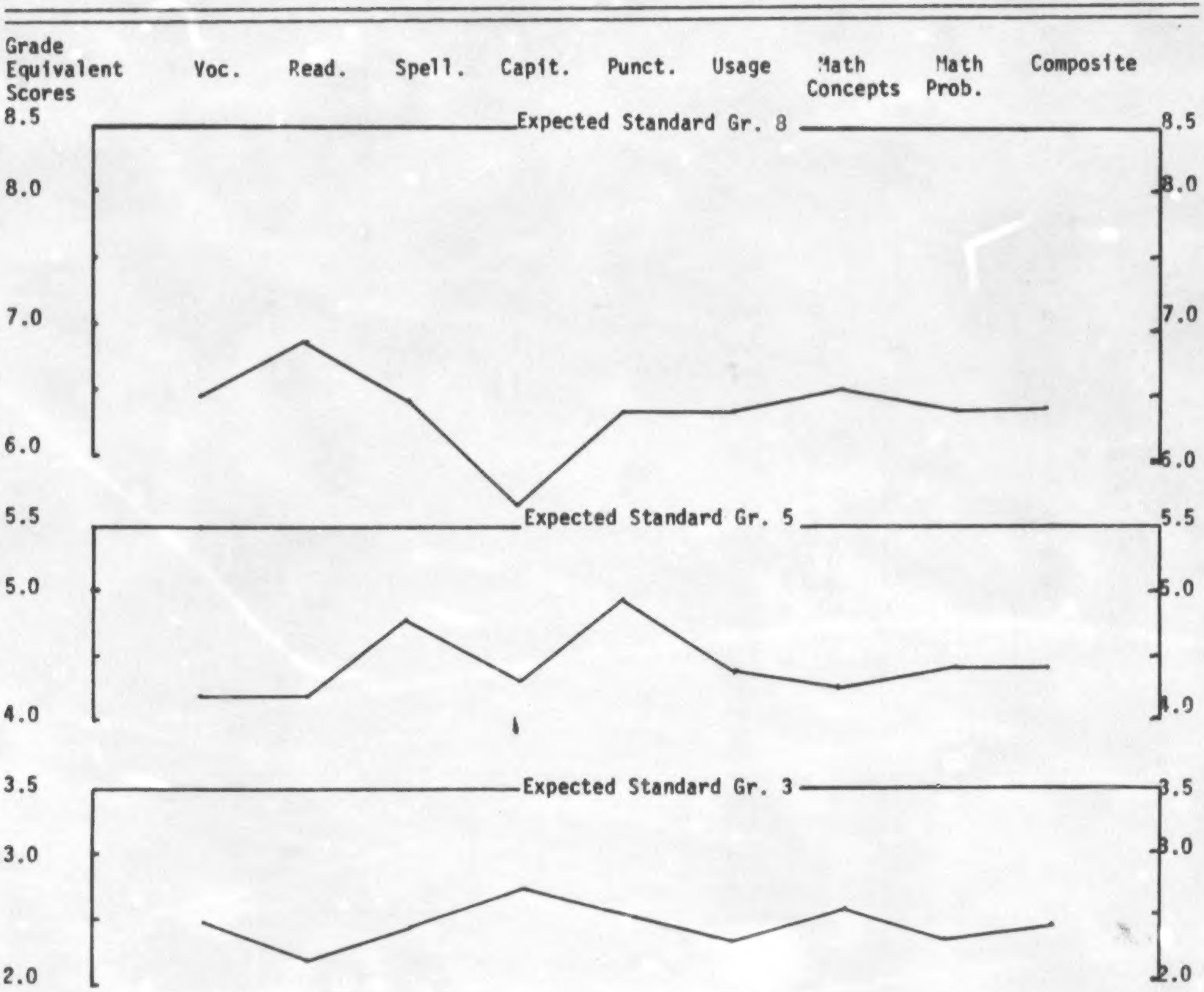


TABLE 19

GRADES 3, 5, and 8 CANADIAN TEST OF BASIC SKILLS SCORES*, 1976-80

GRADE 3

YEAR	VOC.	READ.	LANG.	WORD ANALYSIS	CONCEPTS	PROB.	COMPOSITE SCORE
1976	2.4	2.5	2.7	2.5	2.8	2.7	2.6
1977	2.4	2.6	2.6	2.4	2.7	2.6	2.6
1979	2.5	2.6	2.5	2.5	2.6	2.4	2.5
1980	2.5	2.2	2.7	2.3	2.5	2.3	2.4

GRADE 5

YEAR	VOC.	READ.	SPELL.	CAPIT.	PUNCT.	USAGE	MAPS	GRAPHICS	REF.	CONCEPTS.	PROB.	COMPOSITE SCORE
1975	3.8	4.3	4.3	3.4	4.3	3.8	4.3	4.5	4.9	4.0	4.9	4.2
1976	3.8	4.3	4.3	3.2	4.3	3.8	4.3	4.5	4.7	4.1	4.9	4.2
1979	4.2	4.2	4.4	3.9	4.7	4.3	not administered			4.2	4.3	4.3
1980	4.2	4.2	4.8	4.3	4.9	4.4				4.3	4.4	4.4

GRADE 8

YEAR	VOC.	READ.	SPELL.	CAPIT.	PUNCT.	USAGE	MAPS	GRAPHICS	REF.	CONCEPTS.	PROB.	COMPOSITE SCORE
1976	6.4	6.5	7.3	5.6	6.5	5.9	7.2	7.1	7.2	6.8	7.0	6.7
1977	5.7	5.9	6.4	5.5	5.7	5.2	6.6	6.3	6.3	6.5	6.2	6.0
1979	7.0	7.1	7.6	7.3	7.7	7.3	not administered			6.7	6.6	7.2
1980	6.5	6.9	6.4	5.6	6.3	6.3				6.5	6.4	6.4

NOTE: Grade Equivalent Scores in Months.

TABLE 20

NORTHLAND SCHOOL DIVISION TEST RESULTS * - LANGUAGE AND MATHEMATICS - GRADES 3, 6, and 9: 1978-80

	MATHEMATICS		
Grade/Component	1978	1979	1980
3 - Part I	60.0	60.3	51.1
Part II		71.4	63.7
Part III	67.0	63.7	60.1
Composite	61.0	64.0	56.5
6 - Part I	25.0	26.9	32.6
Part II	33.0	40.6	33.7
Part III	70.0	69.3	70.1
Composite	32.0	35.7	39.9
9 - Part I	23.0	34.1	27.4
Part II	20.0	38.6	24.6
Composite	22.0	32.1	26.4

	LANGUAGE ARTS		
	1978	1979	1980
3 - Part I	N/A	N/A	62.0
Part II	N/A	N/A	61.6
Composite	N/A	N/A	61.8
6 - Part I	59.0	54.3	54.1
Part II	43.0	50.4	45.0
Part III	54.0	40.7	45.9
Part IV	35.0	33.2	55.8
Part V		36.0	53.6
Composite	43.0	43.9	48.9
9 - Part I	40.0	51.6	34.9
Part II	50.0	54.7	41.6
Part III	56.0	62.1	54.7
Part IV		45.0	84.2
Part V		51.9	43.0
Composite	47.0	54.0	49.2

* Percentages

Source: EOF Evaluation, 1980.

TABLE 21

AVERAGE MONTHLY ATTENDANCE - 1980-81

Month	Average Elementary*	Average Junior & Senior High School	Average All Grades*
September	79.6	73.6	75.8
October	84.1	80.5	82.2
November	80.9	68.0	74.3
December	77.7	72.0	75.3
January	78.9	68.9	75.1
February	74.7	68.0	73.4
March	78.5	69.7	77.4
April	76.3	70.3	75.3
May	76.1	67.0	74.7
June	73.4	70.1	73.9

* Percentages

Source: Northland School Division Attendance Records

TABLE 22

ENROLMENT BY GRADE IN OPERATING SCHOOLS - 1976-80

Grades	1976	1977	1978	1979	1980
1	393	354	386	417	387
2	392	346	337	322	326
3	340	360	330	326	288
4	269	279	311	298	307
5	320	284	291	299	294
6	289	322	268	288	276
7	267	273	314	272	239
8	154	181	183	208	191
9	100	87	92	109	111
10	12	23	28	28	53
11	16	7	14	17	19
12	3	12	10	8	9
TOTALS	2555	2528	2564	2592	2500

Source: Northland School Division #61.

TABLE 23

BOARDING HOME PROGRAM BY GRADE LEVEL, 1980-81

Grade	Enrolled*	Dropped-Out	Transferred	Remained**
1	1	1		0
5	2			2
8	3			3
9	12	2	2	8
10	26	10	3	13
11	9	1		8
12	9	1		8
Special Program	18	3	3	12

* September, 1980
** June, 1981

Source: Northland School Division #61.

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TABLE 24

BOARDING HOME PROGRAM - 1976-80

Year	Number Enrolled*	Transfer, Terminations, Dropouts		Completed School Year	
		No.	Percent	No.	Percent
1976-77	90	35	38.9	55	61.1
1977-78	105	39	37.1	66	62.9
1978-79	88	32	36.4	56	63.6
1979-80	68	20	29.4	48	70.6
1980-81	80	26	32.5	54	67.5

* September

Source: Northland School Division #61.